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The American School Board Journal®

JANUARY 1979



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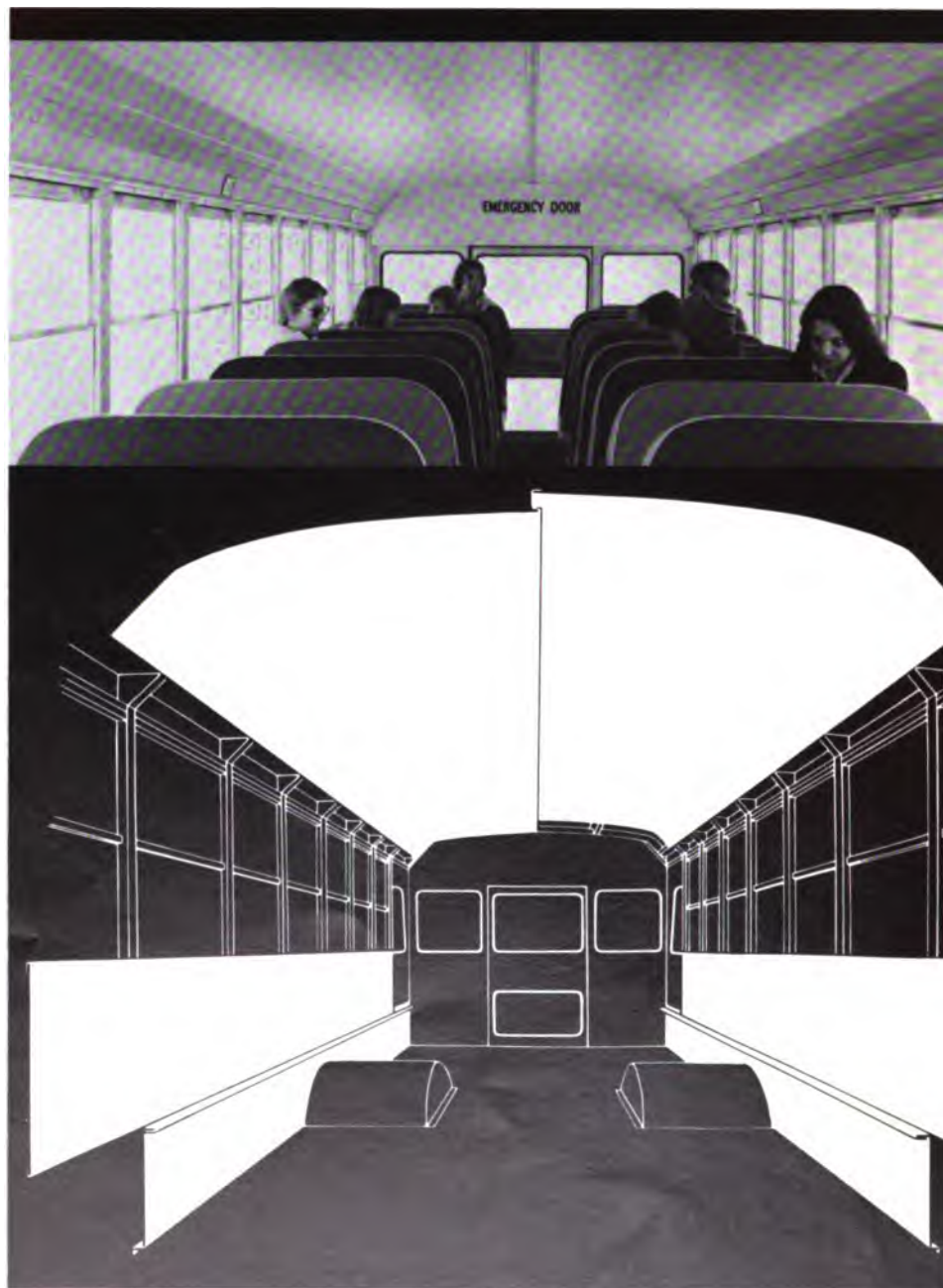
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Attending principals

SIR: I question the conclusions reached by Harry B. Gorton and Margaret A. Smith (*Principals at board meetings — Yes! No!*, JOURNAL, November). The rationale for mandatory board attendance by principals rests primarily with the assumption that principals can get the “big picture” (understand their individual school needs in relation to the total school system) by attending board meetings. In my opinion, the big picture should be presented and understood through regularly scheduled, system-wide administrative meetings in which the superintendent and other administrators (those who have attended board meetings for specific reasons) highlight the important issues.

It is sometimes said that principals should attend board meetings to answer questions from the public. I have seen this lead to off-the-cuff, seat-of-the-pants responses that later prove to be inappropriate. Questions about individual schools should be handled at that school. If those questions are brought up at a board meeting, the superintendent should refer the questions to the principal for study and response at a subsequent board meeting.

It is an inefficient use of time to have all professional administrators attend board meetings. Even without those meetings, many principals are involved in school-related activities for two evenings a week.

All this aside, I want to congratulate you on the JOURNAL. We receive many of the major education publications but the only one I read cover to cover every month is the JOURNAL.

ROBERT D. LINCOLN
Principal
Tolland, Conn.

Title I: education, not welfare

SIR: The *Journal after the fact* item that contained quotes about Title I being an “income redistribution measure” (*Is there an Ed Department in your future?*, JOURNAL, October) had some inaccuracies. While it is true that attendance area eligibility is determined by economic criteria, student eligibility for Title I is based on low achievement, which is described by existing regulations as “. . . those children who have need for specific educational assistance in order that their level of educational attainment may be raised to that appro-

priate for children of their age.” This means that school systems allocate resources to schools roughly in proportion to the schools’ numbers of low achievers, rather than to the numbers of poor children.

BERT HILLESHEIM
School board president
Lakeside, Calif.

Let them know what happened

SIR: I find an important guideline missing in Diane Manning’s article (*How to let volunteers do lots of your evaluation work for you*, JOURNAL, October): The volunteers need to be informed about the results and disposition of any survey in which they’ve been involved.

If we want to have the assistance of willing volunteers on future projects, we have to let the volunteers know the outcome of studies and what, if anything, is going to be done as a result of the volunteers’ efforts. And when staff members make interpretations and recommendations on the basis of volunteer-collected data, the volunteers should be the *first* to know.

And maybe school board members could receive this follow-up information, too. We’re often the ones who are asked, “Whatever happened on that survey . . . ?”

KAMY WALTER
School board member
Cottage Grove, Oregon

Defending vouchers

SIR: Frank Eckelt’s review [*The Voucher plan trotted out again*, JOURNAL, August] was less than balanced, and apparently missed several points made in *Education by Choice* by John E. Coons and Stephen D. Sugarman. The authors say that public schools are responsible for the effects of their structure and the inadequacy of student results. That is not the same as “a blanket condemnation of hundreds of thousands of teachers and administrators,” as Mr. Eckelt says. Goodwill may not be sufficient to yield good results. Furthermore, if parents want a voucher system, who are we to deny them that choice? Is our first purpose the preservation of the public school system as we presently know it, or should we search for structures that provide for the best education of children? Please, may I suggest less polemics and more objectivity in reviews.

THOMAS L. DOYLE
Principal
Montgomery Catholic High School
Montgomery, Ala.

THIS SPACE CONTRIBUTED BY THE PUBLISHER

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Question for board members: Who leads and who follows?

By Thomas A. Shannon

When we contemplate those qualities that are supposed to make for leadership, we're forced to conclude that they have been shared by Joan of Arc and Hitler, Franklin Roosevelt and Mao, Gandhi and the Rev. Jim Jones. *Leadership*, by James MacGregor Burns, is a precisely intellectual analysis that attempts to explore that paradox. Specifically, Burns asks—and tries to an-

Thomas A. Shannon is executive director of the National School Boards Association.

Leadership

By James MacGregor Burns
530 pp. New York:
Harper & Row. \$15
This book may be purchased
from your local book store
or ordered directly from:
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direct orders.)

swer—these questions: Who are the *leaders* and who are the *led*? Who is leading whom to where? For what purposes? With what results?

These questions, Burns insists, cannot be answered by using "conventional wisdom and hoary adages about leadership—that leaders are born and not made, or made and not born, that they must be trained, or cannot be trained, that they have to exhibit certain physical qualities like imposing height or unusual endurance or commanding voice, or mental qualities like memory for faces and names or unusual intelligence, or magical qualities." While some of these attributes may be evident in the lives of some leaders, they are shallow reflections and do not really plumb the depths of leadership as an enduring concept. This book, which won both the National Book Award and the Pulitzer Prize, says that leadership is far more complex than the simplistic descriptions that have been casually attached to the word over the years. Burns defines it in his own special brand of ponderous lexicon as "... the reciprocal process of mobilizing, by persons with certain motives and values, various economic, political, and other resources, in a context of competition and conflict, in order to realize goals independently or mutually held by both leaders and followers." The goals of political leadership lead to change and, if Burns had his way, this

change would have "the connotation of leading people upward, to some higher values or purpose or form of self-fulfillment." It's a nice thought, I guess, but it sounds vaguely reminiscent of the goals some social utopianists of the 1960s picked for public education.

Leadership is not limited to politics, Burns says. It is pervasive and cuts across all institutions and citizens. There are leaders in all walks of life. The problem is that leadership has gotten a bad name and often is confused with despotism. An example of this confusion shows up in a recent spate of books that are called leadership manuals. They promise to make one successful in business, but in reality are nothing more than pale imitations of Machiavelli's *The Prince*. Burns says these books tell readers how to "manage and manipulate other persons rather than to lead them."

Burns is an idealist who says "people can be lifted into their better selves through real leadership," and this belief is the theme of his book. Burns underscores his conviction as he traces the purposes, origins, styles and types of leadership through a variety of societies and ages—all the way through 530 pages of small type. It is a long and brilliant history, but finally it leads to the tough questions that cloud the topic: Can leadership be taught? Why do some leaders succeed and others fail? What is the relationship of leaders to their followers?

As you might have concluded by now, *Leadership* is not a book to take to bed or the bathroom. Indeed, it should not (and perhaps could not) be read at one time. Instead, it should be considered in pieces—so small that the reader can mull over the perceptions and insights Burns offers. One more point: Reading Burns' book will not make anyone a leader. But *studying* it should provide school board members and administrators with a theoretical basis on which to identify and develop their own approach to leadership. □

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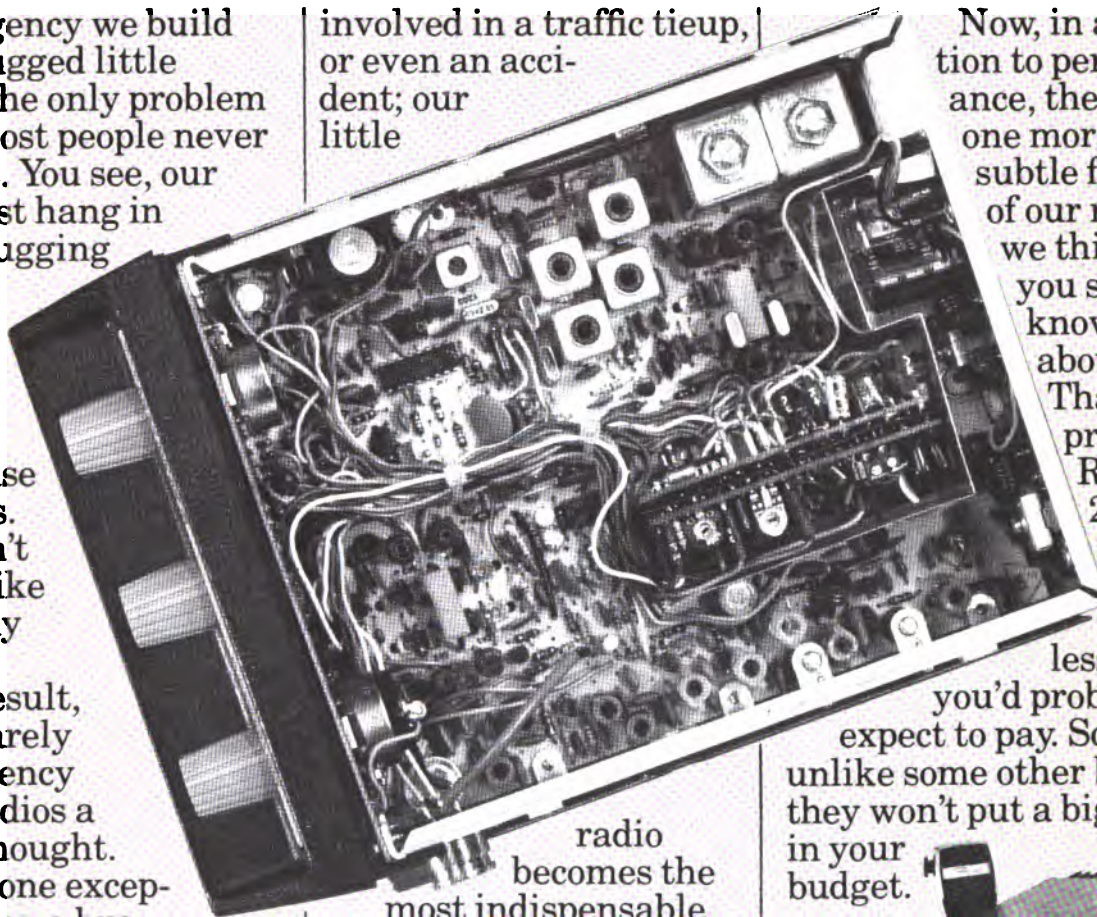
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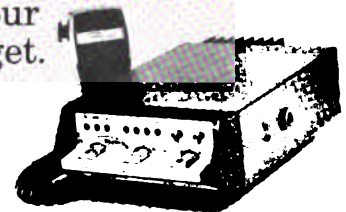
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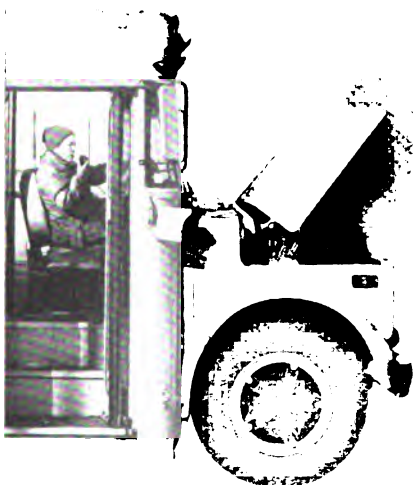
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Teresa Furey is Board Member in a District served by ARA.



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the Journal adviser what would you do if . . .

. . . a debate raged over the issues of taxes and conscience

At the first school board meeting of the new year, Board Member George Wills wants to freeze this year's school budget at the previous year's level. "All this tax-reduction noise that's going on across the country should mean something to us here," George tells his colleagues. "Let's listen to what these folks are saying and show them we hear them for a change. I know the school budget will be up for consideration in the spring months, and I'd like the board to go on record—a New Year resolution for the board—to hold the line on school spending and to reduce taxes."

Board Member Ann Franklin, incensed by Wills' suggestion, tells him he is not on the board to be swayed by popular opinion but rather is there to vote according to his conscience. And the debate is on.

Wills claims that the voice of the people *is* his conscience. He expects his constituency to tell him how to vote on every controversial issue. "In the case of taxes," he snarls, "the people here tell me they want no increase. They think we already spend too much money. And I agree."

Again Franklin takes offense. The board has a responsibility to provide the best education possible, and that takes money, she notes. "People seem to want everything, but don't want to pay for it. But someone has to pay."

At this point in the conversation, Wills butts in to agree with Franklin. "Someone *does* have to pay, Mrs. Franklin. And what I'm suggesting is that we set our limits at last year's level so they won't have to pay any more."

After a few more exchanges between the two, the board chairman calls the argument to a halt.

As a board member, what do you do?

A. Call for a vote on the question. Board Member Wills has done his homework and probably knows what the community wants.

B. Request the board to recess for 15 minutes and get an informal reading from the rest of the board. This is a matter that calls for solidarity—not debate.

C. Schedule a public hearing on the budget, and let all interested parties have their say. Then let the board decide.

D. Suggest that the discussion be taken up at a later meeting. In other words, give the rest of the board members an informal chance to take the pulse of the community. Maybe they do want taxes cut.

FOR THE ANSWER, TURN THE PAGE UPSIDE DOWN.

ADVICE FOR THE ASKING

If you are plagued with a prickly problem of school board membership or administration, throw it in the lap of the JOURNAL's cadre of consultants known collectively as The Journal Adviser. We'll change the names of persons and places. Then, we'll share the problem *and* its suggested solution with our readers. Write: The Journal Adviser, The American School Board Journal, 1055 Thomas Jefferson St. N.W., Washington, D.C. 20007.

THE ANSWER: C. The debate between George Wills and Ann Franklin over the issue of voting according to conscience is a red herring. Voting according to conscience does not mean that board members can make important budgetary decisions based on their presumed knowledge of the will of the people. The school board is a deliberative body, and unless it deliberately wants to court trouble, it should adopt a policy that says the board should hold a public hearing before matters such as a budget freeze are put into effect.

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If your board doesn't have a pupil transportation specialist, it should — that's the advice from the National School Transportation Association, one of several organizations that can help to make the pupil transportation specialist's job easier.

The person assigned this important task first should familiarize himself with the Highway Safety Program's Standard No. 17. This standard covers minimum federal requirements for pupil transportation safety, including identification, operation and maintenance of school buses; training of personnel; and general administration.

A second task for the administrator

For more information, please check **Transportation** on the reply card facing page 42.

designated as pupil transportation expert is to contact the state's director of pupil transportation (or state official with a similar title) for information on optional bus features, inspection requirements, and training materials available from that state office.

Another place for valuable information on driver training and safe performance is the National Safety Council, a nonprofit association that distributes information on the causes of accidents and ways to prevent them. In addition to services, programs and materials, the council offers a school transportation membership that is designed to raise the level of safe driving performance of school bus drivers through safe driver awards to qualified drivers; information on special school bus driving problems and supervisory techniques for pupil transportation administrators; a standard method of accident

reporting and a means to measure the performance of the fleet and of the individual drivers.

Other materials offered by the council include:

- A slide kit called "Safety 17," developed to help school transportation programs meet the requirements of Standard No. 17. The slide shows focus on "School Bus Safety for Drivers," "Get 'em Out Safely," "School Bus Safety—Loading and Unloading," and "Adverse Weather Driving." Each show consists of 30 color slides plus scriptbooks with commentary and a leader's guide containing questions and answers.

- A Defensive Driving Course School Bus Supplement for beginning drivers and a refresher course for veteran drivers as well. Subjects covered include pretrip inspection, bus operation, maintaining discipline, planning school bus

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• A booklet, "Here Comes the School Bus." It stresses safety procedures for young passengers: use the handrail, hold on, obey the bus driver, and others.

For more information on National Safety Council materials and services, contact John D. Burneson, Coordinator, School Transportation Programs, N.S.C., 444 North Michigan Avenue, Chicago 60611.

The National School Transportation Association (P.O. Box 324, Fairfax, Va. 22030) gives assistance to school boards by providing the names of local suppliers of various types of bus services; information on seat belts in school buses and other subjects; driver training for the handicapped; films, guides and aids dealing with all transportation areas. Members receive a quarterly magazine and newsletters containing up-to-date information on such topics as pupil transportation and the current status of legislation and regulations.

School bus manufacturers are a resource that should not be ignored. For example, chassis manufacturers produce excellent manuals on maintenance. Be sure to find out what services your dealer offers; most of them hold maintenance clinics to keep your maintenance personnel up-to-date on new bus features. Some provide daily inspection charts and help to set up planned maintenance programs. □

new for boards to buy . . .

Reduce rear-end collisions. A tail-gater is one hazard the most safety-conscious school bus driver can't avoid. But the danger of pile-ups can be reduced by use of a **Deceleration Alert System** mounted on the rear of the school bus. The system consists of three lights—amber, green, and amber. The green go-ahead light stays on as long as the bus driver's foot is on the accelerator; once removed, the green light goes off and two amber lights appear to alert the

driver behind the bus that a slowdown and maybe a stop is coming. Once the brakes are applied, standard red brake lights take over to indicate a sudden stop. From Safety Development Systems, Haines, Ore. For details, circle 50 on reply card.



For tall types. Expressly designed for small-group transportation where extra headroom is required, the **Transette school bus** has 6 feet 3 inches of stand-up headroom, with an extra-wide no-stoop entrance measuring 6 feet 5 inches. The interior is 7 feet 5 inches wide and seats up to 20 passengers. In addition to various daily route applications, the bus is well-suited for transportation of athletic teams and to better accommodate adults who accompany handicapped youngsters to school. Built according to the same safety standards as large buses, the Transette meets federal school bus safety requirements. From the Wayne Corporation, Richmond, Ind. For details, circle 51 on reply card.



Stop the pilfering! A good book detection system can save you a lot of money, and the **Model 1250 Book Detection System** is not expensive either. Consisting of two detection lattices, "Tattle Tape" brand book detection strips and an operator con-

trol panel, the system uses an audible alarm and locking exit gate to prevent patrons from leaving the library without following established check-out procedures. Though designed for smaller libraries, the model is available with optional equipment to meet the needs of larger libraries. The unit's corridor is 32 inches wide at its narrowest point, allowing for passage of wheelchairs. According to the manufacturer, technical installation and maintenance service is available nationwide. From the 3M Co., St. Paul. For details, circle 52 on reply card.



Not for neophytes. Students who use power tools carelessly are a hazard to themselves — and to others. The **B/JG Safety Program for power machines** is designed to create safety awareness while limiting machine use to those students who qualify through written tests and demonstrated proficiency. Each qualified student is given his own invisibly imprinted metal tag which must be used to start a specific machine equipped with a safety module. The complete program includes test masters, instructor check lists, signature blanks, tags, an encoding imprinter and eraser and safety modules. Each tag can be imprinted in 53 positions to permit multiple machine use. From Brodhead-Garrett, Cleveland. For details, circle 53 on reply card.

Mighty midget. For loads too heavy to carry but too small to truck around a large school or campus, **Turf Runabout Vehicles** are ideal. Standard open-cab models with either 12 or 18-horsepower motors include padded seating, manual three-speed transmission, rear brakes, and a sealed beam headlight. You can also go first class with equipment options that include a vented cab with lockable steel doors and an exhaust spark arrestor. Both models have utility pickup boxes and can carry 1,000-pound rated payloads plus the driver. The sturdy one-piece welded frame is further protected by skid bars and steel bumper guards. From OMC-Lincoln, Lincoln, Neb. For details, circle 54 on reply card.

/school breakfast/ program. Since all breakfasts include milk, you'd think we would have had an incentive to support that kind of legislation, but our philosophy is that it is not the role of the federal government to force a program that

the public doesn't want."

What we have to do, it seems, is either have the pro-school breakfast advocates convince the general public that education goes down better on full stomachs—regardless of the federal

government's role in filling those stomachs—or else pro-breakfast advocates will have to find state and local programs that will ensure children won't be denied an education because they are hungry.

When your money's gone, try ingenuity

In a field often criticized for a lack of *substantial* innovations, education occasionally does come up with workable programs that are developed simply by mining the mother lode of common sense. An article in our November issue (*In despair, this system must repair*) mentioned the Carrollton school system in Ohio and how that system's transportation director saved money by rebuilding school buses. More recently we received word from Carrollton's Superintendent, Lawrence F. Pontuti, that the system has pulled off another neat trick: Improving its reading program without spending great sums of money.

Pontuti says that like many school systems in Ohio this school year, money

to fund current programs is difficult to scrape together. What's nearly impossible, according to the superintendent, is finding ways to fund *new* programs. But last year the school system's citizen advisory committee published its goals and right at the top of the list was a strong recommendation that the system develop a comprehensive reading program. An effective reading program also had been a major concern of the school board. The problem: How to improve reading in an already overcrowded school system that has no extra money available.

The first step was to locate the money. The voters obviously were in no mood to pass a bond issue, so the sys-

tem's assistant superintendent drafted and submitted a Federal grant proposal and received \$15,000 to train 16 members of the secondary school language arts faculty to become teachers of reading. Next, the school board passed a resolution that said all high school students should have the opportunity to improve their reading skills—regardless of how well or poorly they read.

With trained teachers and a commitment to help improve the reading skills of all high school students, the system then developed a second grant proposal for \$10,500 of federal government funds (which also was approved) for the purchase of equipment and materials for a high school reading laboratory. What Superintendent Pontuti says he had in mind was a place where students of all reading levels could come and receive individualized instruction. With the trained teachers and grant money in hand, the system still had one big problem: a location for the reading laboratory. This, Pontuti says, was difficult for an overcrowded school system that already was holding classes in a teachers lounge, in a teachers workroom, on a school stage, in locker rooms and in the principal's office.

The solution was nearby. The system's assistant superintendent, who had spent 20 years as a railroad worker, knew of several nearby abandoned railroad boxcars. Without money or materials, plans were set in motion to acquire a salvageable boxcar and to have it moved to the school and remodeled into a reading laboratory.

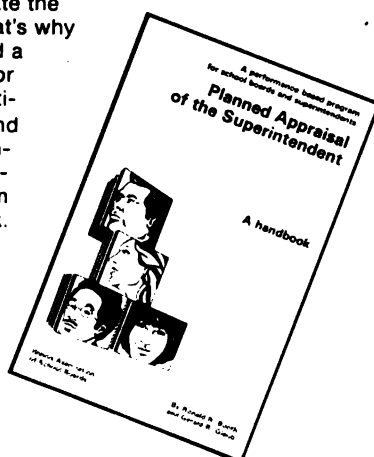
Getting the boxcar to the school posed a bit of the problem, but Superintendent Pontuti asked for and received help from the county government. Various clubs and civic organizations contributed money to build walls and to carpet and air-condition the boxcar facility, and the local Jaycees provided much of the skilled labor. The result: A reading laboratory that the school system never could have afforded in any other way.

"Evaluate the superintendent"

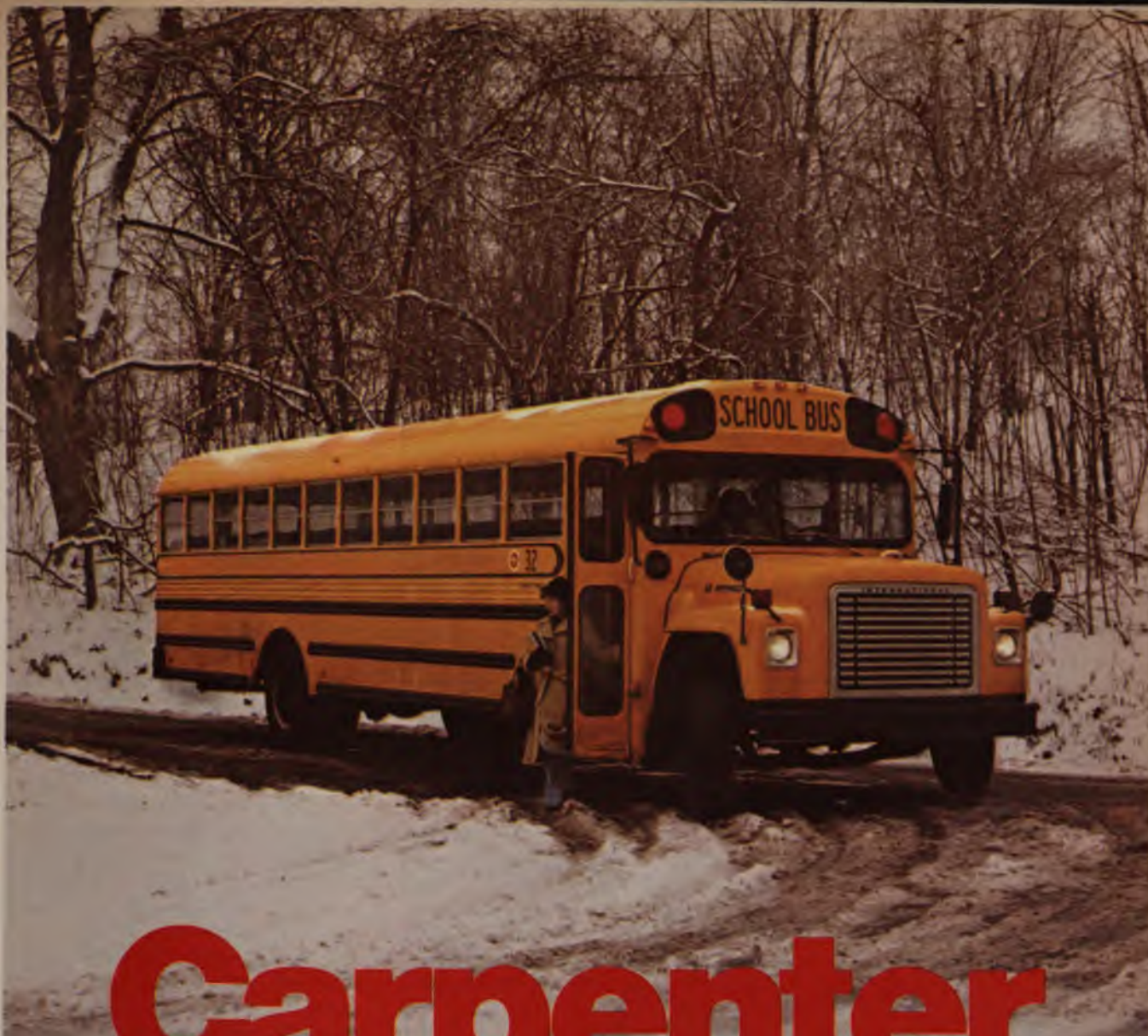
Those are familiar words, but a lot easier said than done. Because the school board is a group of lay citizens that governs by majority vote, there is no direct day-to-day observation of the superintendent's performance. And even if there were, school board members are not expected to be experts in school administration. For these reasons, many boards fall into the easy trap of evaluating the superintendent only when a crisis occurs—or evaluating only by hearsay or guesswork.

The Illinois Association of School Boards understands the anxiety that board members experience when they attempt to monitor district progress or evaluate the superintendent's performance. That's why IASB has developed and packaged a superintendent appraisal system for school boards. It's a first. It's practical. It's written in plain English. And it guides the board and superintendent through each step as they tailor a performance appraisal system to their needs—without guesswork.

For a flyer describing *Planned Appraisal of the Superintendent* and the companion exercises, get in touch with IASB, 330 Iles Park Place, Springfield, Illinois 62718. Telephone: 217/528-9688.



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Looks like you'll pay to remove asbestos

Before it was banned in 1973, sprayed asbestos was used extensively as a building material and now the controversy over the cancer-causing potential of asbestos in schools has begun to swirl (see *Asbestos in Schools: Walls and Halls of Trouble*, JOURNAL, November 1978). The latest findings about asbestos and schools should make you think twice about any "expert" advice you may have received in the past—and should send chills down the spines of those who write school system budgets.

The cost of solving the asbestos problem (by covering or removing it) in a single school has ranged from \$10,000 to \$275,000 for what has become known in trade circles as "hazard abatement." New York City schools are undertaking a systemwide survey to pinpoint particularly dangerous situations, and as of last month, 11 schools were labeled "high priority" for hazard abatement. In two of those schools that completed removal operations, the tab was typical: Franklin K. Lane High School in Brooklyn—\$25,000; Junior High School 126, also in Brooklyn—\$36,000. Another school, Andrew Jackson High School in Queens, was slated for a removal operation during Christmas week at an estimated cost of \$20,000. The money for this work has come from the city's budget; local officials see no state funds forthcoming.

Around the country the story is similar. Local school district budgets have been stretched to provide cash for asbestos removal; prospects for state or federal funding have not been promising. But media attention to the problem is building and some key people and organizations have been spurred to act. Rep. James J. Howard (D. N.J.) is certain to reintroduce his bill that provides for 90 percent federal funding for the costs of asbestos removal in schools. It was the Howell Township schools in Howard's district that sparked the latest asbestos controversy when an anxious community hastily shut down seven elementary schools to remove asbestos.

While prospects for Howard's bill are murky at best, financial help for schools may come as a result of recent efforts by the Environmental Defense Fund (E.D.F.), a Washington-based public interest legal and research group. At press time, E.D.F. was planning to petition the Environmental Protection Agency (E.P.A.) to carry out a provision in the

Toxic Substances Control Act (T.S.C.A.) that may require manufacturers of hazardous materials to ameliorate problems caused by those materials. As is often the case with federal law, the language of the statute is open to various interpretations.

Early last month, E.D.F. lawyers were refining their strategy to make their petition as effective as possible. According to E.D.F. Attorney Leslie Dach, the petition will ask E.P.A. to force asbestos manufacturers to pay for a nationwide study of the problem and to establish a fund to aid asbestos removal from schools. E.P.A. has 90 days, which elapse sometime in March, to respond to the petition and there are two courses of action E.P.A. can take: It can accede to the petition, in which case it will have to go to court to force the asbestos manufacturers to comply with T.S.C.A., or it can reject the petition, in which case E.D.F. probably will go to court to force E.P.A. to comply with T.S.C.A. At any rate, prospects for financial help for troubled school systems are distant at best.

Asbestos manufacturers, meanwhile, have been feeling a lot of heat lately. In what E.D.F. consultant Barry Castleman predicts will be the "Pentagon Papers of the asbestos industry," documents dating back to the 1930s reveal that the nation's largest asbestos manufacturers suppressed evidence about the potentially fatal effects of asbestos on millions of workers. *The Washington Post*

obtained the documents, which are being circulated among lawyers involved in so-called "white lung" lawsuits. Among other things, the papers show that one manufacturer asked its own scientists to tone down adverse findings from studies on asbestos, that another company prevented researchers from publishing data indicating asbestos harms humans, and that Johns-Manville, the nation's largest asbestos manufacturer, "apparently maintained a policy into the 1970s of not telling its employees that their physical examinations showed signs of asbestosis."

All this publicity, along with the mounting number of asbestos lawsuits (according to the *Post*, there were only a handful five years ago; now there are more than 1,000 asking for damages totaling more than \$2 billion), is bound to have an effect on schools and their asbestos problems. E.P.A. apparently prefers quiet effects: Rather than issuing federal regulations, it plans to distribute to every school system in the country a condensed version of asbestos expert Robert N. Sawyer's guidance document, "Hazard Abatement from Sprayed Asbestos-Containing Materials in Buildings." While this document can provide technical information needed to tackle an asbestos problem in schools, real financial help is likely to arrive only after the E.D.F. completes its legal chess game with E.P.A. and the myriad "white lung" suits against asbestos manufacturers are settled.

Boards bask in sunshine laws

"If both teacher unions in the state are opposed to the law, then there's got to be something good about it," says Donald R. Magruder, executive director of the Florida School Boards Association. He's referring to the state's controversial law—often called the sunshine law—that requires school boards and teacher unions to negotiate labor contracts in public sessions. To gather reaction to the relatively new law, F.S.B.A. surveyed school board members, superintendents and professional negotiators.

By more than a two-to-one margin, school board members favor bargaining in the open, Magruder reports. The rea-

sons: "Board members say sunshine bargaining gives the public a chance to see the true issues facing both management and labor. What's more, it often highlights the ridiculous positions taken by unions during negotiations," Magruder says. School board members also report that once the public understands school board positions, then the public often supports those positions.

Superintendents—who are saddled with greater responsibility as a result of public bargaining—also say they support the sunshine law. Of the state's 67 superintendents, 47 responded to the survey and 27 of these say they prefer bargaining in open sessions. Superinten-

journal after the fact

dents explain that, like board members, they believe the climate of public understanding, which is created by open negotiations, greatly benefits management positions.

But a majority of professional negotiators—hired guns who come into a school system and work exclusively on labor contracts—oppose the law. Their reasons echo those school board members and superintendents who *do* oppose the law. Sunshine bargaining, say its critics, often takes twice as long as does bargaining in closed session because open bargaining inhibits candor on both sides of the table. School board members opposing the law argue that open bargaining restricts dialogue across the table because public statements made in the heat of discussion are difficult to retract. Professional negotiators opposing open bargaining claim that the glare of publicity tends to harden bargaining positions and make compromise difficult. And in some cases, these negotiators complain, both sides “play” to the communications media and try to dramatize their positions.

The survey has convinced Magruder that the novelty of open bargaining sessions quickly wears off and that, after an initial spurt of enthusiasm, few on-lookers turn out for the negotiating sessions. But Magruder says that local newspapers, radio and television stations generally have shown *increasing* interest.

And the teacher unions? Magruder says they have gone on record as opposing sunshine bargaining for many of the same reasons that a minority of board members and superintendents oppose it: Public negotiations prevent both parties from quickly skimming over unimportant issues, and strategy is difficult to devise in the glare of public scrutiny.

“There’s no question that bargaining in the goldfish bowl inhibits compromise, lengthens the actual bargaining process, and creates some added expense and controversy,” Magruder says. “But in spite of those objections—and with some changes in the law—open negotiations can prove to be quite beneficial.”



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Here's what happened to schools when the tax revolt hit the ballot box

BACK in 1789, Benjamin Franklin offered a promising appraisal of the U.S. Constitution: "... everything appears to promise that it will last; but in this world nothing is certain but death and taxes." The U.S. Constitution, death and taxes still are with us, but last November citizens across the United States had—and took—the opportunity to vote against taxes. Those ballots haven't made taxes any less inevitable, but in some places they are becoming less painful.

In 16 states, voters faced ballot proposals aimed at anesthetizing their tax problems. Among those proposals were carbon copies of California's harsh Proposition 13, measures that put spending lids on state treasuries, and directives telling state legislatures to cut, cut, cut.

If anything became clear after November 7, it's this: There is neither a trend in the methods people are seeking to limit taxes nor simple solutions to the nation's perceived tax woes. Even Proposition 13 coauthor Paul Gann says, "Proposition 13 is not something you can take nationwide." Measures modeled after Jarvis-Gann passed in Idaho and Nevada, but lost in Michigan and Oregon. Spending lids will throttle state government largess in Arizona, Hawaii, Michigan and Texas, but similar spending caps lost out in Colorado and Nebraska.

Regardless of the checkered outcome of the November initiatives, one distinct message emerged that school board members will not be able to ignore: The small-government-is-beautiful taxpayer revolt has only begun. Voters believe they can have a profound effect upon

spending policies at the state and local levels and those voters will call upon elected officials to prove that government spending is being held down. Appointed board members will feel the heat from a different direction—but they'll feel it.

In addition to tax initiatives, education-related proposals on November ballots covered issues ranging from busing to homosexual teachers to obscenity to right-to-work laws. What follows is an account of those statewide initiatives. (Note: *County* ballots in several states, among them Georgia and Maryland, contained tax limitation or education-related proposals.)

Alabama. Although they already have the lowest property taxes in the nation, Alabama voters passed a measure to reduce assessments on their homes and farms from 15 percent to 10 percent of fair market value; commercial property went from 25 percent to 20 percent. The tax package also contains several tax breaks for the elderly, including one that exempts anyone older than 65 who makes less than \$7,500 a year from paying any property taxes.

Ultimately, the vote will mean less money in state and local coffers, but there is one loophole that could save—or at least postpone—school systems from having to juggle their books. A state law provides that a county can raise, without conducting a popular vote, either its millage or tax ratio to keep tax revenues on par with the previous year's levels. The catch: It's a one-time-only solution. Also, with tax-cut fever approaching delirium, county officials will be hard pressed to impose an increase. School systems, then, will be

affected in different ways depending on what each county board decides to do about raising taxes. Trouble could be down the road a piece.

Arizona. School boards have been limited to a 7 percent per year spending increase since 1973; in the November election voters simply extended that limitation to the rest of the state government. An amendment with more significance to schools was soundly defeated: It would have let localities ask for more money for school bond referendums.

California. The so-called Briggs Initiative, which gained national attention, would have prevented schools from employing homosexual teachers or administrators. Californians defeated it. For the record, the proposition would have amended the state constitution so that a teacher or administrator could be fired (or not hired) for "advocating, soliciting, imposing, encouraging or promoting private or public sexual acts . . . between persons of the same sex in a manner likely to come to the attention of other employees or students; or publicly or indiscreetly engaging in such acts."

(To see how school board members around the country would have voted on such an initiative, see this month's *Ballot Box* on page 48.)

Colorado. When Colorado citizens discovered that a vaunted spending lid initiative would have been more expensive than a recently passed state law, they rejected the ballot proposal by a large margin. Last year the legislature clamped a 7 percent lid on budget increases at all governmental levels; the November initiative would have tied such increases to the national consumer

How to cut spending? Everyone has an idea

price index, which sometimes hovers around double figures.

The amendment also was poorly worded, according to Ronald Wine of the Colorado Association of School Boards, and would have tied up the courts for quite a while. People simply were confused about its potential effect, Wine said, noting that consumer price index figures for the last half of 1978 would have been used to determine budgets for 1980. Colorado's school finance equalization law also may have diffused some of the antitax sentiment, Wine said.

Florida. Voters faced a confusing ballot that asked them to approve one initiative that contained eight distinct public policy questions. They turned thumbs down on the whole package. Included was a provision that would have prohibited public sector binding arbitration over wages, hours and terms of employment. Florida school boards opposed the measure because it would have created other problems in the state's collective bargaining law.

Hawaii. A slew of state constitutional amendments breezed through, including one that links state spending to estimated growth in the state economy. The state Department of Budget and Finance and the legislature will make the estimates. Observers say the effect on the school system, which is state-run, will be minimal, because the governor is required to submit a balanced state budget to the legislature anyway.

Other amendments that passed include one for nonpartisan elections to the state board of education and another for mandatory Hawaiian studies in the schools.

Idaho. After passage of Proposition 13 in California, Idahoans simply scratched off "California," scribbled in "Idaho," put the measure on the ballot—and passed it. But they also made October 1979 the effective date of the amendment and that's where the trouble starts. October 1979 does not jibe with the fiscal dates the state is accustomed to, and several other provisions of the Jarvis-type amendment do not mesh with Idaho's constitution. The legislature, ordinarily in session only for 60 days, probably will meet for about three months to iron out all the problems

associated with passage of the initiative.

Because of the legislative wrangling ahead, no one in the state is prepared to say what the effect will be on the schools, and anyone who claims he can "is either a heckuva lot smarter than me or is guessing," according to Idaho School Boards Association Executive Director Alan Smith. The biggest problem Idaho schools face for the time being, Smith says, is the rumor mill.

Illinois. No drastic tax cuts or spending limitations here, but voters gave the governor a clear mandate to pursue fiscal austerity. Passed was a nonbinding referendum that should enable the legislature to pare taxes in the spring. What could be more significant for schools in Illinois is the result of a referendum that would have enabled the legislature to postpone writing a new tax law for corporate personal property tax. The state constitution provides that the tax on corporations' machinery and inventory will be removed this month in favor of new tax language. By last summer, however, the legislature had not written this new language, so in November voters were asked to give the legislature a postponement. That proposal was defeated.

The language of the referendum was complex and, according to Harold Seamon, executive director of the Illinois Association of School Boards, "most people didn't know what they were voting on." Further, passage required 60 percent of the vote; the measure received about 59 percent. If the legislature does not write a new tax law for corporations by this month—something it already has struggled nine years to do—the courts may have to decide if corporations still are obliged to pay the personal property tax. A possible consequence of having no law on the books is the potential loss of about \$4 million yearly for Illinois schools, according to Seamon.

Maine. To clear up a constitutional snafu, voters passed an amendment that will allow certain school districts to adjust their cost-sharing agreements with municipalities and other school districts. Language in the state constitution had made certain cost-sharing arrangements illegal.

Also passed, in response to the recent

repeal of the state inventory tax, was an amendment requiring the state to reimburse municipalities for 50 percent of the revenue lost from that tax. For school districts that rely heavily on municipal monies, passage of the measure is welcome relief. Neither measure generated much controversy in the state.

Massachusetts. Bay Staters mockingly call their home turf Taxachusetts because they pay more taxes than anyone in the continental U.S. Jarvis-Gann merely stoked the coals in this political furnace. In November, voters overwhelmingly approved Question One, which empowers the legislature to establish four categories for property taxation. Ultimately, this will allow business property to be taxed at a higher rate than residential property. Peabody School Committeeman Edward Bacherman believes that eventually all property will have to be valued at 100 percent of market price (for taxing purposes) despite the assurances of Question One's backers. Bacherman said businesses had threatened to move out of the state if the measure passed. School officials are acutely aware of the austere attitude toward state spending, but will not be affected immediately by Question One because of the pending legislative battles on Beacon Hill.

In addition to Question One, the legislature will consider two other proposals this session: a spending limit amendment and a property tax lid modeled after Proposition 13. The King amendment, named for new antitax governor Edward King, would limit state spending to 7 percent of gross personal income. If the legislature passes the measure, voters must approve it in 1980. The other measure, "Proposition Two-and-a-half," seeks to limit property taxes to 2.5 percent of assessed value.

Voters also passed a constitutional amendment that prohibits the assignment of students to schools on the basis of race. While the measure won't have any effect on court-ordered desegregation efforts, it could lead the way to lawsuits over voluntary programs now in effect in several cities and towns in the commonwealth.

Michigan. Three tax-related initiatives appeared on the November ballot;

Last November, voters made judgments on everything from spending lids to Proposition 13 clones to commissions that might control literature in public schools. That's what the textbooks used to call 'democracy in action.'

one passed. Rejected was a meat ax approach to cutting property taxes—called the Tisch amendment. It would have reduced property taxes by half, limited annual increases in assessed valuations to 2.5 percent, and allowed a maximum income tax rate of 5.6 percent (a 1 percent increase over current rates). That increase, however, would not have been sufficient to offset the estimated loss to schools of up to 30 percent of their operating budgets.

Also spurned was a controversial voucher plan of financing education. Property taxes would have been eliminated and parents would have received vouchers that could have been used to send youngsters to public, private or parochial schools.

What voters did pass is called the Headlee amendment—occasionally referred to as the least of three evils. Headlee ties state spending and taxation to a percentage of state residents' gross personal income—probably around 9.5 percent when all the tabulations are completed. Headlee also contains several other provisions. Among them: a requirement that the state reimburse localities for any increases in the costs of mandated programs, a requirement that any additional property tax proposals be approved by a majority of the voters, and a requirement that if the assessed value of existing property increases by more than the consumer price index, then school boards have to reduce millage levies so the yield from property taxes does not exceed revenues from the previous year. Legislative action this session will determine the impact Headlee has on the schools in Michigan.

Missouri. In hopes of paving the way

for a statewide property reassessment, voters passed a constitutional amendment to allow the general assembly to lower tax rates so localities won't reap windfall tax receipts. James Hart, executive director of the Missouri School Boards Association, says he doesn't believe the legislature will roll back taxes so far that localities won't be able to raise the same amount of money as they now do, but Hart says he does fear further legislative encroachment into local authority. Because the amendment itself does not reduce taxes, Hart says schools will have to wait for the general assembly to act.

Another amendment, soundly defeated, was a right-to-work law that would have banned union shops, which make union membership mandatory.

Montana. Montanans passed a constitutional amendment that allows every incorporated municipality in the state to form a commission to control literature. The amendment was aimed at regulating adult bookstores, but school officials fear the vaguely worded measure will enable such commissions to regulate school textbooks and libraries. Once a community passes a restrictive law, someone will take the issue all the way to the Supreme Court, predicts Montana School Boards Association Executive Director Leonard Sargent.

On tax matters, Sargent reports both political parties in the state are impressed with the need for tax cutting measures. Everything from Jarvis-type solutions to spending lids to increased income tax exemptions have been bandied about, says Sargent, but no statewide plebiscite can be taken until 1980.

Nebraska. Although it ultimately was

defeated, the measure Nebraskans faced was unique in the nation. It would have limited local budget increases to 5 percent per year, but the measure's unusualness lay in this provision: Any federal money granted to school districts would have had to be counted in the local school board's budget; with a 5 percent budget cap, schools would have been forced either to reject oodles of federal funds or to cut back on local programs. Proponents of the measure openly said the proposal was designed to force localities to reject federal funds. (The state legislature voted last June to limit property tax increases to 7 percent and to allow local governments to impose spending lids through popular vote.)

Nevada. Voters passed a Proposition 13 clone that rolls back property taxes to 1 percent of market value (from the current 1.75 percent)—a decrease of 43 percent. Based on current valuations, the *least* any school district stands to lose is 14 percent of its funding, while at least one system may lose as much as 67 percent, according to Carl Shaff, executive director of the Nevada State School Boards Association. Fortunately, the constitutional amendment will not take effect until the legislature takes a look at it this session. Voters must then pass the measure again in 1980.

Shaff says school boards are hoping the lawmakers will pass a different tax package to eliminate the need for the strict measure. He also says many Nevada school officials are gambling on the California school situation to become so unwieldy that Nevadans will see the grave ramifications of passing the referendum again in 1980. While schools will suffer no direct effects from the amendment's passage for the time being they will face the increased difficulty of long-term financing between now and 1980, Shaff predicts.

Voters also eliminated the state inventory tax for businesses. While this action does not involve that much money statewide, it could spell trouble for some smaller jurisdictions. The amendment also empowers the legislature to eliminate *any* personal property taxes, raising the possibility of intense special interest lobbying. This, too, could hurt small municipalities. Large companies

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But in states like Oregon, big tax cuts failed

might move unless taxes were cut.

Shaff notes, however, that while voters passed the Jarvis-style initiative by better than four-to-one, residents near Reno approved a \$38 million bond referendum by a two-to-one margin.

North Dakota. An initiative passed in November cuts personal income taxes while raising them for corporations. This, coupled with a recent state sales tax cut of 1 percent, will mean less money in the state's coffers. North Dakota schools receive a large chunk of funding from the state's general funds, but concern is not critical now because of a budget surplus. Schools are adopting a wait-and-see attitude.

Oregon. Two tax limitation measures faced Oregonians last November: one was a Proposition 13 twin; the other, a 50 percent slash in property taxes up to a \$1,500 reduction per household. The proposal with the greater number of votes would become law if both passed. Neither did. Ballot Measure 6, the Jarvis lookalike, would have reduced the average rate of statewide assessment from \$22 to \$15 per \$1,000 of assessed value. It would have meant a loss of more than \$425 million in funds statewide; schools would have borne the brunt of about two-thirds of that loss.

Ballot Measure 11, in addition to cutting the property tax in half, also would have established state and local spending lids, although the local lids could have been lifted by popular vote. Thomas Rigby, executive director of the Oregon School Boards Association, attributed the measure's loss to Oregonians' mistrust of Californians and to confusion created by the presence of both measures on the ballot. Rigby also pointed to an effective campaign against Ballot Measure 6 as a reason for its defeat, but warned, "We're not done with the issue of tax reform in Oregon. It will be the number one issue before the legislature this session."

South Dakota. By a narrow margin, voters opted for an amendment that requires a two-thirds vote in both houses of the state legislature to raise taxes (previously, a simple majority was required.) The action ties the revenue-raising process to the appropriations process where a two-thirds vote has been the rule. South Dakota schools get about 75 percent of their funds from property taxes that already have lids.

One observer said voter approval of the initiative was "just a method of putting the brakes on."

Voters handily defeated a wide-reaching antiobscenity bill that would have required school boards to hold a hearing if anyone thought a certain book was obscene. Also, librarians would have been personally liable for any obscene books found on their shelves; accused pornographers would have faced a trial by jury that would have superseded all other court business.

Texas. A complex omnibus tax reform measure was passed; it amends the state constitution in ways that provide some relief for nearly everybody. The proposition triggers little *automatic* relief, but it empowers the legislature to decide on what basis farm and ranch land should be taxed. While speculators drive up the price of farm and ranch land near the big cities, lawmakers this session will have to decide whether to tax this land according to market value or according to agricultural productivity. The effect on school districts could be substantial in some of the faster growing districts; the property tax bases of such systems could be reduced drastically. Fortunately, the legislature foresaw this prospect and set aside \$450 million to restore any lost funds. More funds from the state will flow into local treasuries once the legislature devises a distribution system, according to an optimistic David Thompson, Texas Association of School Boards director of governmental relations.

Several other provisions in the amendment could affect school boards: a requirement of local jurisdictions to publish new tax rates after reassessment of property values and to hold hearings on any new rates that increase revenues by more than 3 percent; a \$5,000 homestead exemption for every homeowner in the state; and legislative authority to grant further exemptions to the elderly and disabled.

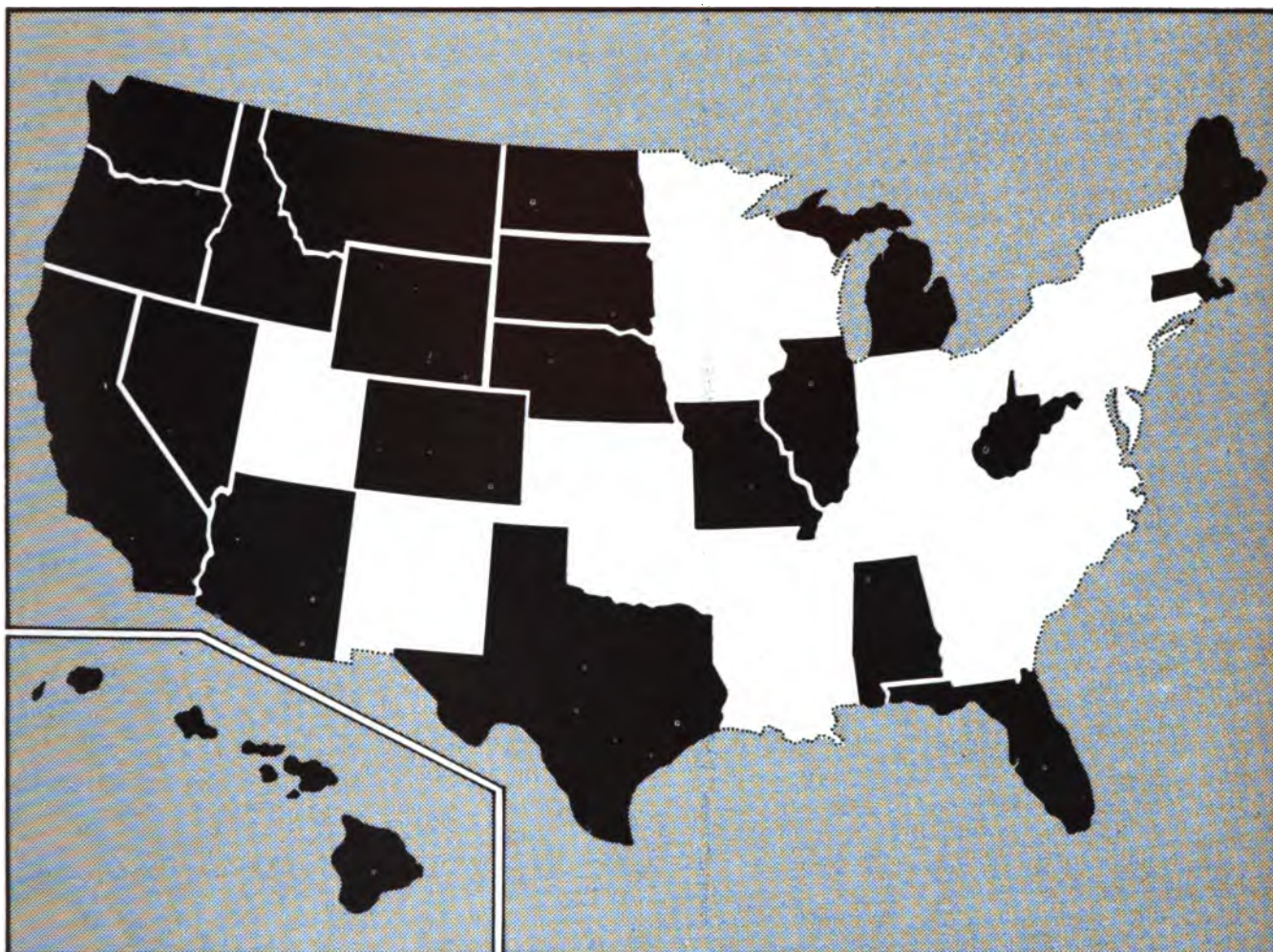
Thompson expects the measure will enable Texans to solve many tax inequities without taking such extreme actions as those taken by other states. Naturally, he is buoyed by the \$450 million set-aside.

Washington. Would-be tax cutters didn't gather sufficient numbers of signatures on several petitions last summer, so voters in the Pacific Northwest

faced no antitax initiatives. (A Proposition 13 duplicate as well as two other property tax reform measures and a proposal to link spending increases to personal income growth all failed to make it on the ballot.) But an initiative unrelated to taxes did reach the ballot and was passed in the November election, and it may have grave implications for the state's schools. Voters approved Initiative 350, which prevents education officials from assigning children to schools beyond the one nearest or next-nearest their homes. The measure was aimed at scuttling Seattle's desegregation plan, the first voluntarily implemented plan in a major city. The initiative also could affect similar efforts now underway in Tacoma and Pasco. Seattle school officials have sued to overturn the election; the state attorney general said he would not enforce the measure until next fall, according to reports. More is at stake than just the Seattle busing plan. School officials are fearful that the proposition could interfere with cooperative programs among small districts and could further erode local decision-making.

West Virginia. No doubt sensing the prospects of higher taxes, voters here rejected a ballot measure that would have reduced from 60 percent to a simple majority the number of votes needed to pass bond issues. Most states require a simple majority, but a significant number maintains 60 percent or two-thirds margins.

Wyoming. To free schools from the burdensome requirement of an annual school census, voters passed an amendment enabling the legislature to decide how to distribute money the state receives from rental of three million acres of land. Under the old plan, schools received money according to how many census children (anyone between age 5 and 20) lived in the district; wealthier, more populous districts always have received more funding. In the coming session, the legislature will devise a new distribution formula that should result in more money for poorer school systems. This, however, was not the primary purpose of the amendment, according to Myron Basom, executive secretary of the Wyoming Association of School Administrators; schools simply wanted to dispense with the annual census.



Here're the states in which the voters took action (Westerners continue to show pioneering spirit)

Here's a quick, state-by-state rundown of those last November election results affecting education: **Alabama.** Passed: tax package that reduces assessments on homes and farms and contains tax breaks for the elderly. **Arizona.** Passed: spending lid. Defeated: amendment enabling localities to ask for more money for school bond referendums. **California.** Defeated: measure to prohibit schools from employing homosexuals. **Colorado.** Defeated: spending lid. **Florida.** Defeated: initiative to prohibit public sector binding arbitration over wages, hours and terms of employment. **Hawaii.** Passed: amendment that links state spending to estimated growth in the state's economy. **Idaho.** Passed: Proposition 13 duplicate; legislature must iron out details. **Illinois.** Passed: nonbinding referendum; seen as mandate for legislature to cut taxes. **Maine.** Passed: constitutional amend-

ment that makes cost-sharing among school systems legal. **Massachusetts.** Passed: initiative that empowers legislature to classify property for tax purposes. Passed: amendment prohibiting assignment of students to schools on the basis of race. **Michigan.** Passed: plan to tie state spending to percentage of residents' gross personal income. Defeated: voucher plan for financing education. Defeated: plan to cut property taxes in half and limit increases in assessments. **Missouri.** Passed: amendment that allows general assembly to lower tax rates. Defeated: right-to-work law. **Montana.** Passed: antiobscenity initiative; could have serious effect on school texts and libraries. **Nebraska.** Defeated: spending lid. **Nevada.** Passed: Proposition 13 duplicate; will have to be passed again in 1980 to take effect. Repealed: inventory tax for businesses. **North Dakota.** Passed: cut in per-

sonal income taxes; corporate taxes raised. **Oregon.** Defeated: Proposition 13 duplicate. Defeated: measure to cut property taxes in half and establish spending lid. **South Dakota.** Passed: a raise (from majority to two-thirds) in the margin required for legislature to increase taxes. Defeated: antiobscenity bill. **Texas.** Passed: omnibus tax reform bill; included are homestead exemptions, and spending lid; legislature to resolve many questions. **Washington.** Passed: measure that prevents students from being assigned to schools beyond those nearest or next-nearest their homes; court battles ahead. **West Virginia.** Defeated: measure to reduce margin needed to pass bond issues from 60 percent to simple majority. **Wyoming.** Passed: amendment lifting required annual state school census; may equalize school funding. □

Because schools are burying social

By Margery Thompson

EDUCATIONAL change usually occurs with all the speed of a glacier, but there are exceptions. Social promotion is one. As recently as last year, an educator of national prominence suggested that social promotion was a practice so well entrenched in public schools that only a revolution could erase it. But he was wrong. Social promotion, a practice some educators call "a malignancy," is being eradicated with uncharacteristic speed.

Only five years ago, the small Greenville County, Virginia, school system attracted national attention when the school board became one of the first in the U.S. to abolish social promotions and require students to pass standardized tests before they could advance to the next grade.

Pioneering Greenville County no longer is unique. Consider: in Fairfax County, Virginia, student retentions are up 142 percent since 1974—up 22 percent in just one year—from 1977 to 1978. Retentions in Mobile, Ala., elementary schools increased from 1,500 in 1975 to 3,800 last year. Between 1977 and 1978, the number of high school seniors in Washington, D.C., who failed to graduate more than doubled. And last June, one-third of eighth-graders in the Richmond, Va., schools were held back; in previous years, the number of retentions averaged from 7 to 10 percent of the class.

The trend will continue if current frustration over high school graduates who cannot read, write, or add is any indication. In the tenth Gallup poll of public attitudes toward education, taken last fall, 68 percent of those queried said they favored promotions from grade to grade only if children could pass an examination. Eighty-one percent of the respondents said they would require students to take remedial classes in the subjects the students fail. And currently more than 30 states require school systems to test students before they can be graduated from high school, before they are promoted from one grade to another—or both.

All of these rumblings may not add

up to a full-scale revolution in public education, but they do portend significant changes. By choice, community pressure, or state mandate, school boards are likely to be coping soon with some form of competency testing. Inevitably that means a review of your school system's promotions policy, as well. And if statewide or districtwide testing programs do not force change, individual teachers now say they will crack down on the practice of social promotion.

"The large number of pupils who fail to pass on to the next grade may shock parents and administrators," says Mary Hepp, president of the Association of Classroom Teachers in Oklahoma City. Hepp adds that school systems may face problems as a result of doing away with social promotion—"such as finding ways to offer special help to pupils with varying inadequacies."

True enough. Shifts in testing and promotion policies open up a Pandora's box of problems for school boards to resolve. One tough decision is when to stop automatically passing kids through school—in high school, at the risk of failing to graduate many students? In the middle grades? Or ideally, according to experts, in the early elementary years? School systems where minimum competency laws currently are in effect may have these questions decided for them, but few states offer a clue on how to handle these additional posers: What kinds of remedial programs will be offered? How long will the remediation last? And how much will it all cost?

Here's a look at the ways four school systems have dealt with some of these questions:

Local option, not state mandate, determined the Chicago public school system's new promotion policy. Five years ago, several subdistricts within the system quietly began to impose minimum standards of performance before allowing students to move from the eighth grade to high school. Results proved to be positive, so the school board began gradually to extend the policy throughout all city schools in 1976.

The first stage of the new policy set standards for graduation from high school. Beginning with the 1979 class, high school seniors must pass a proficiency test in basic skills. From their

sophomore year onward, students have numerous chances to take the test. If they fail the first time around, students enroll in a basic skills course and take the test again.

Manford Byrd, Chicago's deputy superintendent of instruction, says, "Our first item of business last fall was to make a survey of present seniors—the first class affected by the policy—to be certain that those who had not yet passed the test were programmed for the basic skills course." In spite of these efforts, Byrd expects a fairly high failure rate—at least this year.

To prevent a logjam of high school retentions in the future, the Chicago school board, in 1977, instituted a separate promotion policy for elementary school students. Students now must pass 80 percent of the key objectives in the language arts curriculum before leaving primary school at age 8, the middle grades at age 11, and 7th and 8th grades at age 13. The policy assumes at least one extra year of remedial work in elementary school for students who fail at any one of the three stages.

Elementary school students felt the first impact of the new policy last June. More than 15,000 eighth graders in the Chicago public schools could not proceed to high school for lack of reading skills. After a summer course, 80 percent of the group passed the language arts test; those who failed must remain in the eighth grade, enter tutorial or remedial classes, and try to pass the test again this winter.

John Wick, director of research and evaluation in the school system says, "It's our promotion policy that will change our school system dramatically—not proficiency tests. The tests are just a floor; the new policy will affect the average kid at every grade level."

The Wake County, North Carolina, school system is trying a different approach. When school board members approved a new grading/promotions policy for junior high and high schools last summer, they left a loophole for some social promotions in the middle schools. "We still have some concerns about retaining socially and physically mature students in class with very immature students," explains Mary Jane MacReynolds, assistant superintendent for curriculum and instructional ser-

Margery Thompson is an associate editor of THE JOURNAL.

promotion, kids must perform to pass

vices. "So the board said that in some special cases, students may be placed officially in a higher grade even though they do not meet all of the academic requirements for that grade. We distinguish clearly on student records that this is a 'placement' rather than 'promotion,' so teachers will know what work

has to be made up during the year."

Under the new system, if a student who is *placed* in (not promoted to) 7th grade can meet all the criteria established for 7th grade subjects, plus those in the 6th grade subjects in which he has failed (usually reading), he then can be promoted to the 8th grade with his class

at the end of the academic year.

Wake County uses ability grouping—a practice many school systems have abandoned—to cut down on retentions among high school students whose English skills are below par. "Students are tested each year and scheduled for the basic, average, or honors program

Killing social promotion will cost schools plenty

To read School Consultant Barry Anderson's report on the costs of competency testing is to know the worst: It runs into big money. Here are the places where competency testing dollars go:

- **Test development.** School boards can avoid this cost almost entirely by adopting standardized tests, but this action involves some risk when tests are used to pass or fail students. Too many failures *can* result in lawsuits from students (or their parents) who believe that standardized tests discriminate against them.

The alternative—developing tests locally—is expensive. Factors to be used in estimating costs are: the number of items to be included in the test (the more the better) multiplied by the number of tests over all—elementary, junior high and high school—times the number of subjects to be tested. The higher the number you get from this formula, the more test development will cost.

Anderson estimates that the cost to a school system for developing one test, conducting pilot studies, making revisions, and final printing will run from \$25 to \$210 per test item—with an average of \$100. The total development cost, he says, might range from \$15,000 to \$63,000.

And that's not all. In Oregon, for example, local school systems may develop their own competency tests, but these must be approved by the state—and that can run into heavy money. Anderson says: "A preliminary report from Oregon's Educational Coordinating Commission noted that three Oregon districts had

incurred direct costs ranging from \$26,500 to \$173,200 in attempting to meet Oregon's competency graduation requirements."

- **Test administration.** Again, if the state prints, distributes, scores, and reports on competency tests, costs to local school systems are minimal—as little as 15 cents per pupil. That still leaves the hidden cost of administering tests, which increases for school systems that score their own tests and screen results.

Superintendent Ralph Wachter spells out the way administering tests eats up time and money in his small Calvert County, Maryland, school system: "It takes a very intricate coordinating activity to make sure that tests are given at the same time throughout the county so that we can make comparisons among schools and spot where remedial work is needed most," he says. "We have an accountability and program appraisal coordinator in our central office and we've just had to add another staff person—that's an expensive proposition right there, if you add in a secretary's salary, plus travel and everything else that goes with the job. Then we have coordinators in each of our nine schools—usually vice principals. They have to meet frequently, which takes time away from other important administrative duties."

- **Remedial costs.** The ways school boards can increase or diminish remedial costs depends in large measure on dicey decisions about the original standards set; the number of failures that result (and that the community and school system are willing to tolerate); plus the

amount of time the system can afford to spend to bring up to standard the students who fail. However these issues are decided, remedial costs, according to Anderson, are the heaviest burden of all. Some estimates: \$86 to \$94 million for remedial work in reading and math in the state of Washington; New Jersey's compensatory education program cost \$30 million in 1976-77 and the total tab is expected to reach \$70 million by this year.

Not all states provide funds for remedial classes; even where state money is available, local school systems must foot most of the bill. Title I money sometimes helps: The reading program in Wake County, North Carolina, was supported in part with money from Title I, and salaries for special reading teachers came from another federal program. "That leaves us with the problem of finding money for students who don't fit into one or another categorical aid program," says Mary Jane MacReynolds, the school system's assistant superintendent.

In Caroline County, Maryland, Superintendent Wilbur Hoopengardner hopes to hold the line on rising expenditures for remedial classes by using teachers who become "surplus staff" as the elementary enrollment declines. "By maintaining our staff, we forfeit a possible budget reduction," he says, "but that's easier to handle than cutting budgets and then asking for an increase."

One ray of hope: As the results of remedial work begin to show, school boards may find their public more willing to support their new programs.—M.T.

according to their needs and abilities," says MacReynolds. "Course content and criteria for promotion differ for each group—the basic program bears down heavily on reading, for example." MacReynolds emphasizes that students are not frozen into ability groups but can move from one to another according to their test results each year.

In Denver, the emphasis is on remediation rather than retention. Since 1962, Denver high school students have had to pass proficiency tests in mathematics, spelling, language arts, and reading before they could be graduated. Similar requirements for continuation from grades 7 through 9 became effective in 1977-78; this year, minimum skill levels will be required for promotion in all elementary grades. The standards are set locally, reflecting Colorado's minimum competency law, which says that school boards can establish standards for graduation, but if they do, schools must: (1) give tests twice a year, beginning in the 9th grade; (2) provide instruction based on the test results; and (3) provide remedial and tutorial services during the school day until students pass the exam.

LaRue Belcher, Denver's assistant superintendent for secondary education, says, "We have a great drive on in our junior high reading program. Every seventh grader was tested last year so we could place students with reading teachers, if they needed extra work. In some of our junior high schools, every youngster is enrolled in an individualized program whether he is reading above or below his grade level. It's working beautifully."

Peer tutoring also has been extremely successful in Denver's high schools, according to Belcher. "It's less threatening to a student who is not doing well," she says. "A fellow student can motivate a youngster in ways a teacher can't match." Tutors are recruited from the senior class and their numbers vary according to the demand for their services; one high school has 75 tutors; another only 10.

A chart of the Caroline County, Maryland, school system's retention rate over the years would reflect the rise and fall of social promotion. In 1957-58, the average number of failures amounted to 4.7 percent of the student body; by 1968, when concern over "social adjustment" of students was in full flower, the rate had dropped to 2.3 percent.

But five years ago, the school board

adopted a policy stating that children in grades K-3 who needed remedial work could be held back at least one year, plus another in grades 4-6, if necessary. And now the retention rate for third graders is 5.7 percent.

"That policy has affected us more than the current Maryland minimum competency law," says Superintendent Wilbur Hoopengardner. "Since the policy was adopted, most of our retentions have been in Grades 1-3."

The figures may change in the future, however. In 1976, Maryland established minimum progressive reading levels for promotion from grades 2 through 12, and the following year set testing levels at grades 3, 7, 9, and 11, with a functional reading ability required for graduating classes in 1982. Last September, the Caroline County school board set its own passing score on the high school test at 80 percent of the test items. "We provide remedial programs," Hoopengardner says, "and we think students will pay more attention if they know a high passing score will affect their graduation."

Soon public school students also will have to pay attention in Delaware, Dayton, Ohio, Salt Lake City, and in Vermont. Schools in all of these places now require specific achievements before students can be promoted. And while all of the remedial programs cost money, few school administrators can say how much. Programs are new and, as Ralph Wachter of Calvert County, Maryland, says, "We've been so busy getting started that we haven't had time to sit down and cost out what we are doing."

Currently, the best source of information on costs to local school systems is contained in "The Costs of Legislated Minimal Competency Requirements," a report prepared by Barry D. Anderson for conferences held in 1977 on state programs and sponsored by the Education Commission of the States and the National Institute of Education (see story on page 31). "The great hidden cost in competency based programs," says Anderson, "lies in their connection

to a school system's remedial work."

If school systems are weathering fiscal problems, maintaining community support for new testing and promotions policies becomes all important. Sad to say: Although people clamor for tougher standards and fewer social promotions, once their wish is granted the flack begins.

"Parents with kids who are not having problems are all for toughening up standards for promotion," says H. Hurd Pope, assistant superintendent in the Mobile County, Alabama, school system. "It's another story when it's their kids who are held back."

Superintendent Sam Owen, the pioneer from Greensville County, Virginia, described the response he got after failing 1,300 students in 1974: "They called me everything from a bigot to a Communist." Once the failing rate subsided, though, so did the criticism.

In Chicago, community reaction illustrated the hazards of where to start and when to fail students. According to Deputy Superintendent Manford Byrd, "We got general approval for the policy, but some people were indignant that the ax fell on the eighth graders rather than in the earlier grades. And the criticism spreads. It is obvious that kids are being held accountable under the new policy because they will be delayed. So people raised the question about what mechanisms we have for imposing accountability on other contributors to teaching and learning—administrators and teachers." A good question.

In Denver and in Wake County, North Carolina, the story is the same—parents were amenable to explanations spelling out the new requirements, but were brought up short when their children couldn't proceed to high school.

Ralph Wachter, superintendent of the Calvert County, Maryland, school system reports: "I'm particularly fortunate—I may not be tomorrow, but so far we've had excellent rapport on everything we've done. We felt that we could show student improvement; we explained why and how it would happen—and we have been pretty well on schedule. Our credibility is good and that's helped."

The moral: Explain, explain, explain. School boards may not avoid criticism altogether, but they can remove the sting by preparing their public well before the jolting failures occur. □



Potentially bright news: Uncle Sam might help you pay for improvements in school lighting

By Harry B. Zackrison

ACCORDING to police crime prevention experts, outdoor lighting is one of the best deterrents to school vandalism, burglary and arson—crimes that cost schools in the United States upwards of \$600 million annually. But as energy costs continually rise, school boards have begun to wonder: Will the ounce of prevention soon cost more than a pound of cure? Not at all—thanks to news on two fronts.

First, several technological advances now make school outdoor lighting systems more effective and far less costly to operate and maintain. Second, school systems can expect help in upgrading their energy-using systems through funds now available under Title III of the National Energy Conservation Policy Act (N.E.C.P.A.).

Under this new law, state energy offices must be prepared to review grant requests from local school systems by July 1979; in some states, the money may begin to flow to local schools as early as this spring. But, as usual, school systems must work for it. Grants for energy conservation projects will be awarded on a 50-50 matching basis. This means that to be eligible, school systems must come up with half the money and must have: (1) conducted a state-approved audit of all energy-using systems; (2) put into effect all energy-

saving maintenance and operations procedures recommended in the state-approved audit. Further, school systems must be able to show that any capital outlay indicated by the audit will pay for itself within 10 years or less, and the money will be spent on existing facilities, not new construction.

Matching the federal share of 50 percent should not be difficult; school systems can use any applicable staff salaries and building materials already in stock as part or all of their share. But even if schools have to dig deep into their budgets to upgrade their energy-using systems, these costs may be insignificant when compared to future savings. Nowhere will the cost benefits be more apparent than in the area of outdoor lighting where economies will come from money saved due to upgraded crime and vandalism prevention and from actual dollar savings in reduced energy bills. Moreover, most investments for new equipment in outdoor systems will be paid back in less than three years—well within the minimum set by the N.E.C.P.A.

Here are some steps school systems must take to qualify for a federal grant, along with some examples of improvements in outdoor lighting that can be included as an important part of a system's total energy conservation project:

- **Energy audit.** The first phase of the N.E.C.P.A. program requires state energy offices to complete a preliminary audit of appropriate buildings by mid-January and to prepare state energy plans by mid-February 1979. School

systems can wait for state funds to conduct an audit, but most would do well to conduct their own independent survey. The advantages: Energy saved means money in hand—immediately. And you also will have a headstart in identifying areas to include in your grant request.

An independent audit need not cost a great deal of money. Large school systems probably can use in-house expertise; small schools might get help from a local electrical contractor for little or no cost. And school systems also can turn to consulting engineers and lighting designers for technical assistance, as well as representatives of leading manufacturers of lamps and fixtures. One caveat: Before you pay for this help, call other clients of the consultant to make certain that your "expert" is qualified and experienced.

- **Better maintenance.** The U.S. Department of Energy predicts that improved maintenance and simple, inexpensive alterations will immediately reduce school energy needs by 10 to 15 percent. And, to ensure that grant applications qualify for federal dollars, school systems must demonstrate a history of good maintenance. One way to qualify is to keep a log of every maintenance procedure used, complete with dates and initials of each staff person responsible for a given task.

While maintenance procedures apply to all energy-saving measures, here are some specific ways to improve outdoor lighting maintenance: Keep lights and fixtures clean. Dirt on lamps reduces light output in some cases by as much as

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50 percent, and dirt from air pollution can also corrode fixtures, which shortens their life.

Replace lamps before they burn out. The longer a lamp is used, the less light is produced for the same money. As a good rule of thumb, lamps should be replaced after 70 percent of the rated life of the bulb or tube has been consumed. For example, if a lamp has a rated life of 24,000 hours and is used 3,000 hours a year, you would expect to replace the bulb at the end of five years, rather than at the end of eight years.

Replace all lamps in a system at the same time. Two major benefits will accrue: reduced labor costs and better illumination (because the light output of the entire system will be far more even). Designers of new lighting systems, in fact, usually specify fewer lamps and fixtures and/or reduced wattages when the system is to be maintained on a group-relamping basis.

Use a lighting maintenance contractor. The cost of having a lighting system maintained by qualified technicians on a regularly scheduled basis may be far less than having this accomplished by salaried maintenance employees.

• **More efficient lamps.** The simplest way to reduce lighting costs is by installing a bulb or tube that produces more light (lumens per watt) for the same amount of money, or the same amount of light for less money. Here's how you tell the difference: Lamp efficiency is measured in terms of the amount of light produced (lumens) per unit of electricity (watts) consumed. Incandescent light bulbs are least efficient

and thus the most expensive to operate; low pressure sodium lamps the most efficient. (See the table on this page for comparisons.) For obvious reasons, the new energy law favors the use of high-efficiency-reduced wattage lamps. Money for new lamps can be included in a grant application only if the conversion does not increase energy consumption—or if the current lamps do not meet state codes.

Not all lamps are interchangeable, but because many school outdoor lighting systems use mercury vapor lamps, some schools can take advantage of a recent technical advance. Specific kinds of metal halide and high-pressure sodium lamps have been designed for retrofitting into certain mercury vapor installations. These lamps usually consume less energy than those they replace and produce far more light.

• **New fixtures.** Here is where federal money can directly help schools by allowing them to upgrade outdated equipment. New outdoor fixtures provide a far greater degree of directional control, so that more light can be focused on a specific area. And some new fixtures are almost "vandalproof"—they can withstand the impact of stones, bricks, or even bullets.

Although the cost of a major conversion is high compared to lamp replacement, the savings obtained are so significant that modernization costs will be repaid well before the N.E.C.P.A. 10-year time requirement. To illustrate: Replacing a 500-watt incandescent floodlight with a 100-watt high pressure sodium lamp will produce about the same num-

ber of lumens and, when distributed over the same area, will provide nearly equal illumination. Converting to high-pressure sodium would cost about \$213 (for each fixture, lamp and labor). But the conversion also would reduce annual operating costs, from \$60 to \$14.40 per year per location and would pay for itself within five years. After that time it's all money in the school system's bank.

• **Add new controls.** Outdoor lighting that is operated manually by one switch located in a central panel board is the least expensive kind of control to install, but is quite expensive to operate. Lighting may be turned on early—and waste energy; it may be turned on late—which may increase security risks. More precise controls—such as photocell switches and time clocks—ensure that lighting will be used only when and where it is needed. And the savings from outdoor lighting costs alone may well prove sufficient to justify new controls for the entire energy system.

Here's how they work: Photocell switches turn on lights at dusk and then turn them off again at dawn. Time clock controls turn lights on and off at selected hours. Highly reliable, clock controls are available with an "astronomic" feature that compensates for changing hours of darkness, as well as a power reserve to keep the clock accurate in case of power outage. Also available: a day-omitting feature which prevents operation on preselected days, such as holidays and weekends.

One of the most energy efficient and economical control systems is a combination of a photocell switch with an astronomic time clock. For many school systems, full sunset-to-sunrise lighting is not needed; sunset-to-two a.m. may be all that's required for security purposes. The photocell switch will "fine tune" the precise minute at which lights come on—earlier than usual on overcast days, for example—while the time clock setting will turn off lights at whatever hour of the night is appropriate to the school's location.

These are only a few examples of the many ways schools can control energy costs—and qualify for federal help. Most particularly, schools in high crime areas need to plan immediately to ensure that their outdoor lighting is as effective as possible. And with the provisions contained in the N.E.C.P.A., this kind of change may save schools money in a time when money seems as scarce as the nation's energy supplies. □

What do you pay for lighting?

Here's what it costs to light 100,000 square feet for 4,000 hours a year:

Lamp Type	Kilowatt-hour per Year	Annual Energy Cost at .04 kilowatt-hour
Incandescent	5,600	\$224.00
Deluxe Mercury	2,572	102.88
Metal Halide	1,700	68.00
High Pressure Sodium	1,200	48.00
Low Pressure Sodium	892	35.68

Peer violence forces kids out of school

By Robert H. Carriere

A HUSKY 14-year-old high school freshman smashed a smaller child in the face and then watched as the boy's blood streamed from the open wound. "Get the bread up or you'll get worse the next time. And you better not fink or else. . . ." This took place in the street as hundreds of students were being dismissed from school.

The story first surfaced when the guidance counselor received a report that the victim was dropping out of school because of financial need at home. But a tip came to the counselor that there might be other reasons why the boy was leaving school. During a subsequent conference, the young man reluctantly related the incident to the counselor and stated, "This wasn't the first time I got a 'shaking' but I don't want any more. I'm going to quit school."

The goal of students in too many schools no longer is education; it is preservation. Violence has permeated schools the length and breadth of North America and no school is immune to the possibility of violence. The peer group that rules outside the school often rules in the halls and locker rooms as well, and this reinforces the climate of fear that prevails for many students. What the youngsters learn is survival. For many, survival might mean little more than going back and forth to school without being beaten up or being subjected to a shakedown. These youngsters have to run, or fight, or submit to forces that seem overpowering.

Our schools also produce 750,000 dropouts each year. Although researchers have revealed many of the reasons that force kids to leave school early, I'm now assuming that in some instances the excuse given by the student at the time of leaving school may be a mask for his true reason for withdrawing from school—namely, fear of peer group violence. The decision to leave school rather than fight may be the only alternative to violence, and leaving can



seem attractive to a child because it removes a threat to his self-concept.

The conclusion of my doctoral study involving former dropouts shows that nine percent of the males considered peer group violence an important factor in their early withdrawal from school. The survey population consisted of 120 persons—the entire enrollment of an evening school program that gave dropouts an opportunity to complete their education. The survey was personally distributed and conducted to ensure responses from all members of the population. A brief, direct questionnaire was used in seeking factual information and reactions concerning the dropout's experience with violence. Students were asked to comment on what they considered the most effective approach schools might take to prevent violence.

Following are the responses to several of the items used in the questionnaire:

When asked, "Were you attacked and hurt by other kids before, during, or after school," the responses show that 18 percent of the males and 7 percent of the females in this group had encountered this mistreatment. To the question, "Did you ever have a gang shakedown worked against you before, during, or after school," 17 percent of males and 7

percent of females admitted that they had experienced this form of extortion. In response to the question, "Did you miss school, not because you wanted to, but because you felt you had to for your own safety," 18 percent of the males and 7 percent of the females admitted to having been intimidated to such an extent that they missed school.

One continuing problem for these students is that many school administrators prefer to keep news of these forms of violence as quiet as possible to protect schools from adverse publicity. Administrators often focus on problems such as students skipping class, truancy, and smoking, but they remain quiet about theft and extortion—problems that directly victimize students. As one dropout mentioned: "Those administrators in my school were so busy making sure we weren't smoking in the boys' room, they forgot we had problems of our own, like getting home from school without getting our heads punched in."

The final item in the questionnaire sought to determine what students think should be done to prevent this kind of violence. The results show that students did not consider police very effective in protecting students. Although students

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saw principals and teachers as playing a more important role than police in this area, they most often looked to their fellow students for help. It would appear that for a preventive program to be effective, a student victim must have confidential recourse to his fellow students. This might be accomplished

through a student ombudsman or special student committee (see the story below). Corrective action then could be pursued cooperatively by students and the authorities. Perhaps the most essential ingredient in an effective program would be a mechanism to bring peer group pressure to bear upon those

who inflict violence on their fellow students. Finally, school systems should adopt and enforce a strict policy on rights and responsibilities of students. Included in this policy should be a statement of the rights of students to attend school without fear of being subjected to physical violence. □

But student committees can cut peer violence

By Warren N. Arnhart
and Jack L. Duranceau

IT'S NO news that school administrators spend too much time and energy settling disputes among students or groups of students. In recent years—because of increased racial tensions in schools—this problem has become acutely sensitive. But in one racially mixed junior high school, students were allowed to become problem solvers and peacemakers. The result: less violence and fear and more learning going on in classrooms.

The David T. Denny Junior High School in Seattle is a large campus-style complex that consists of five permanent buildings, 22 portable classrooms and 1,200 students. Close to the campus is an abandoned football stadium that occasionally is used as a physical education facility by the local high school. It's not hard to imagine the problems the junior high school faces: High school students, former students and nonstudents hanging around our school intent on harassment, drug dealing and general release of hostilities.

Traditionally, Denny has been known as a tough school. The student population comes from low-income and blue-collar families that live within three miles of the waterfront. The school has a history of student conflict, high teacher turnover and parental discontent. Since 1972, there have been a number of student incidents and near incidents with nasty racial overtones. Frequently, frightened students came to the administration with rumors that carloads of outsiders were about to descend like the Goths on our campus for a rumble. With this atmosphere of fear on campus, it was hard to improve teacher, student or administrator morale.

On a Friday afternoon in April 1973 this volatile situation exploded. A group of our black students planned to attend a track meet at the stadium. But before they got into the stadium they were taunted and finally set upon by a group of whites. The ringleaders of the attackers mostly were nonstudents but also may have included some of our own students. Name calling, rock throwing and fighting ensued until finally order was restored by police and school personnel.

The following Monday a group of our students gathered in an attempt to determine the cause of the attack as well as to discover what could be done to alleviate the racial problem. A former staff aide returned to the school to talk with groups of white and black students. These students were angry; many may have been involved in the incident. But these were the students who knew what was happening around school. Out of these talks there emerged the concept of

the Rumor and Conflict Committee.

Students and administrators attending these meetings agreed that something was needed to track down all rumors that were circulating throughout the school and put them to rest; to solve conflicts or resentments among students before fists or stones began to fly; and to improve the image of the school for both students and community.

Out of this original angry group of students emerged a committee of approximately 20 members. Many had been involved in previous fighting; not many had good grades; none had been elected to traditional leadership positions by the student body. But there was no denying that this committee consisted of the influential, unelected "streetleaders" of the school. During that first year the guidelines of what the committee could or could not do began to emerge. All or most of the committee members were called in to work on any problem that arose during the first year.



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This caused concern for some teachers who believed that students were missing too much classroom time; some committee members did begin to fall behind in their work. Procedures were adjusted so that only two committee members at one time were used to work on problems, and if these members were not performing well in a particular class, they were never called on for committee duties during that class period. This action quickly improved the grades of most committee members because all wanted to become involved in the committee's work.

Slowly, we noticed an important trend: Not only did the committee help solve student conflicts, but serving on the conflict committee was becoming a status symbol. When committee members for the second year were picked, incumbent members were consulted—but the final selection was left to the vice-principal. It became somewhat like the baseball draft—committee members and administrators met and discussed the strengths and weaknesses of various candidates while trying to maintain a proper mix of boys, girls and minorities. Students began to discuss among themselves qualities needed to be selected for the committee—maturity and steady grades. Kids in the seventh grade began working at their behavior and studies in the hopes of being picked for a committee assignment when they reached the ninth grade.

But best of all: Once the committee began to operate, a sense of security and trust began to bloom throughout campus. Students readily came to the office to report to the vice-principal that trouble was brewing because students knew if the problem could be defused by talking, no serious consequences would follow.

On a typical day, committee members will be called upon to meet with a student or students once or twice during the day. (Before the committee began operations, groups frequently were involved in conflicts. Now conflicts are almost entirely between individual students.) Typical of the problems solved by the committee: On a Friday a mother called to tell administrators that her son had arrived home from school without permission; someone apparently had been threatening him. When he returned to school on Monday, two committee members were assigned to solve the problem of his harassment. The student who was doing the harassing thought he could get away with the threats because

the smaller student was afraid of him. But with the two committee members involved, the situation was defused.

Another less typical situation: A mother came to school with a problem involving her son—and her husband. Her son, she explained, had been harassed by a fellow student for three years, and the father was urging the boy to stand up and fight. The mother wanted the problem solved without violence. Two committee members were assigned to talk to the two boys, and while these two still are not best of friends, to date there have been no further problems—and no need of a fight to prove who is the better man.

Other situations include girls harassing other girls, girls fighting over a particular boy, or shakedowns by larger pupils on smaller children on their way to or from school. While on the average two problems are brought before the committee members each day, the vice-principal is never involved. All he says to the committee members after each meeting is: "Is the problem settled?" In the four years of operation, only two cases have not been solved by committee members and have required further meetings. There even have been instances of long-standing neighborhood feuds that the committee has solved to the satisfaction of neighbors, parents and students.

Why does it work? We can't say for sure. But students seem to have a way of cutting through the name-calling and emotional distress and getting at the issues that bother other students much more rapidly than do school administrators. Students seem to be able to talk more freely with other students than they do with adults. And many confrontations at the junior high level seem to spring from students trying to save face with their peers. But once these conflicts are brought out in the open in front of peer committee members, students seem to resolve problems quickly and quietly. After all, this process clearly tells students having conflicts that their peers don't approve, and often this committee gives students a chance to save pride. One encouraging result: Not once in four years, directly or indirectly, have we heard a student charge that the judgment of the committee members has been unfair.

Teachers, however, have been somewhat divided about the way the committee operates. Some complained that students have been placed on the committee without holding what some

would say are proper qualifications: Good grades and a history of good citizenship and cooperation in classrooms. But as we discovered, the real leaders of the school often are not those who have been elected to any formal class office. Just the opposite, in fact. Sometimes the toughest, most hostile student is a leader in the eyes of his fellow students. We have found that when these "underground" leaders serve on the committee, their attitudes change, their grades improve. It's a great deal more sensible to have your "hidden" leadership working for the school rather than against it.

While we worked hard to ensure that a proper mix of students serves on this committee, at first we also tried to make sure that committee members handling a problem are of the same race and/or sex of the students involved in the problem. But through practice we have discovered that students don't seem overly concerned about having a "proper" mix in each hearing. Frequently we have girls helping to settle boys' disputes and black committee members working with whites who are involved in conflict. After all, regardless of race or sex, the difficulties of being young and in school are what they all have in common.

One final note: We also have found through experience that formal training in communication skills and conflict resolution techniques only detracts from our committee's effectiveness. Students, usually working in pairs, quickly develop their own sense of how to handle problems. We discovered that it is most important to let students work on their difficulties without adult interference. Sometimes when a pair of committee members is stumped by a problem, someone will ask the advice of an administrator. (But more often they huddle with other members of the conflict committee.) Students quickly develop their own insights and seem to be more successful with on the job training than they do with any kind of formal training in conflict resolution.

We believe the program's success depends on three ingredients: Trust among committee members and the administration (kids have a well-developed sense of justice and can spot when they are being lied to or used); the administration's willingness to share power with students—some of whom have not been model pupils; the selection of students who are "underground" leaders and who are willing and able to help resolve student conflicts. □

How schools can help in a disaster

By Lawrence Creodon

IT WAS 1 p.m. on February 6, 1978. The snow was coming down hard and the wind was rising. The school system's director of elementary education telephoned me and asked: "Do you think we ought to let the kids out early? The forecast indicates that we're in for eight to ten inches of snow."

"No, I don't think so," I responded. "It's too close to the normal dismissal time to start making changes now." Thus did the tale of the Blizzard of '78 begin for us in the Quincy, Mass., schools. Our youngsters left school and plowed home at the regular hour that day, but they didn't return again for three weeks. Nearly a month later, after it was all over, school staff members were teased with: "Did you enjoy your unexpected vacation? Pretty soft!"

Vacation! Soft! Those three weeks were the most hectic, demanding, tiring, and rewarding experience of my career in public education. The community suffered through a disaster, and the Quincy school system was in the thick of the rescue work. I'd like to chronicle that time for you—not to brag or complain—but to point out that your schools too may be called upon to help fight a disaster in your community.

As the snow continued to fall for the second straight day, high winds piled up drifts of 15 to 20 feet high and the seas lashed the coastal areas unmercifully. Two communities on the system's 27-mile coastline caught the brunt of the wind, water and ice. Soon we were buried in 27.5 inches of snow—the worst blizzard ever to hit the Northeast. The entire region was declared a disaster area. For the next five days, our city of 92,000 was immobilized.

Food quickly became a problem. Emergency shelters were set up in schools and motels for stranded travelers, but food for those persons (and for thousands of our citizens caught at home) soon ran short. On the other hand, disaster relief workers—police officers, fire fighters, civil defense, and Red Cross volunteers and National Guard troops—were soon near the point of exhaustion and needed sustenance to

keep working through the tremendous job of digging out.

In the first of many calls, the mayor of Quincy asked me: "What can you do?" Of course the school system had lots of food—but first we had to get to it, find out where it was needed, make a list of the quantity and how it was to be prepared and delivered. Nonetheless, with that first telephone call, we assumed responsibility for all the town's emergency food needs.

I soon discovered that luck was with us: One of the custodians on duty at our Vocational Technical School had worked as a chef before joining the school system. Needless to say, he was immediately pressed into service as our chief food planner and main chef, and was backed up by a school purchasing manager (a chef by avocation) and our director of elementary education.

The National Guard channeled information to our chef about the number of people to be fed at each emergency location, as well as the facilities available at each site for preparing food. Our chef then determined the type and quantity of food to be distributed.

Warehouse workers walked several miles in deep, unplowed snow to get to the school system's food commissary and man that end of the operation. A National Guard sergeant with a detail of men and trucks and a U.S. Marine Corps driver with a bulldozer then ferried food stored in outlying schools and our central commissary to the base of operations that was established in the Vocational Technical School.

Within 72 hours, things had pretty much settled into a routine. By that time, the main roads were opened (barely) although private cars were still banned. Chefs from our school culinary arts program and our cafeteria workers were shuttled to and from their homes by National Guard, school system, and civil defense volunteer drivers and vehicles. Working 12-hour shifts, our staff kept the cafeteria open around the clock and served more than 6,000 meals a day. The food operation lasted nine days; during this time we distributed food-stuffs worth \$21,000 to emergency shelters in schools and motels, to senior citizen residents, civil defense and public works headquarters, fire and police stations, as well as to private homes where people were stranded.

In the meantime, nearly 200 involuntary houseguests—and some of their dogs, cats and pet birds—had crowded into the schools. Our coordinator of physical education had struggled in through the snow from his home in order to volunteer his services. He quickly was assigned responsibility for cooperating with the Red Cross and National Guard in arranging sleeping quarters and general aid in the makeshift dormitories.

Within a short time, it became obvious that the emergency shelters in school gymnasiums could not care adequately for the handicapped, infants, and senior citizens who had come to the schools and who were in need of special care. Again, the rich resources of Vocational Technical School were called upon, this time through its 18-bed practical nursing suite and the student health services quarters of the school.

Military vehicles and privately owned four-wheel drive civil defense vans began shuttling wheel-chair patients, mothers with infants, and elderly persons (who were infirm or confused as a result of the disruption to their lives) into the Vocational Technical School. There they were warmly welcomed by school personnel, fed hot meals, and reestablished in comfortable quarters and warm beds.

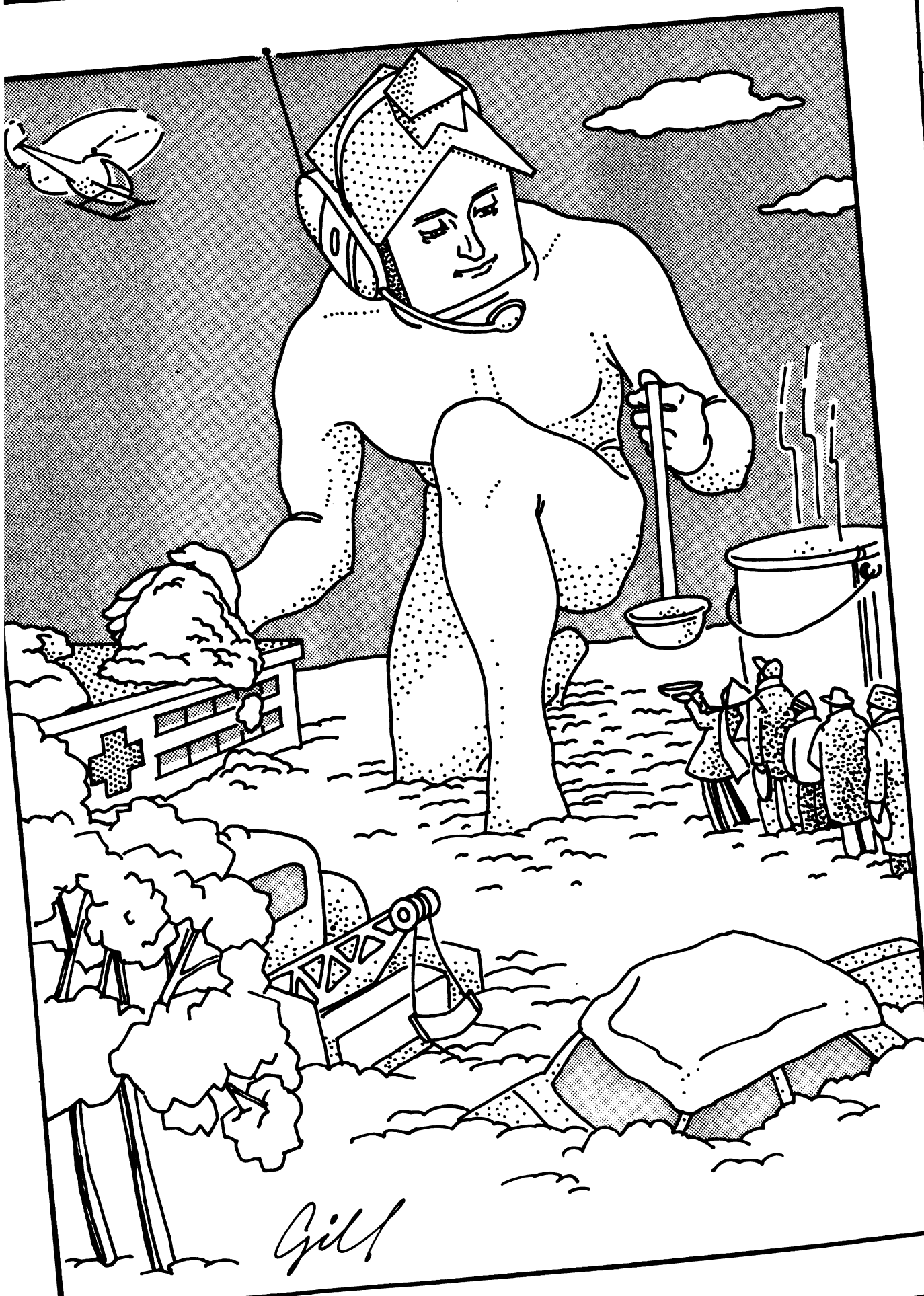
A high school junior, herself a victim of the disaster, arrived at the school seeking shelter and announced that she was a student in our health aide program and that her mother was a nurse's aide. Immediately the two were pressed into service and soon were caring for the new arrivals.

In all, our volunteer staff of teachers, nurses, administrators, custodians, clerical people and students remained on the job for the entire period of the emergency and looked after pets and people—some of whom were with us for as long as a week.

Once we were organized to look after those under our roof, we then could turn our attention to the other needs of those affected by the disaster. Even after food stores were reopened and public transportation was resumed, many people in residential neighborhoods remained snowed in and were unable to reach stores on snow-free main routes or to get to work.

The mayor again turned to us and

Lawrence Creodon is superintendent of schools in Quincy, Mass., and is—let us hope—enjoying a less eventful winter.



asked: "What can the school system do?" Quite a bit. The coordinator of athletics and transportation for the school system, his staff of clerical support people, and our director of plant and facilities had already mapped out bus routes that covered the city. At the mayor's call, the school system put to work its fleet of 25 buses. For several days, we ran a shuttle service for neighborhood residents between their homes, food outlets, and major arteries for public transportation.

But food, housing and transportation were not the only needs met by the school system. The word had gone out over radio and television that the school system was a major source of emergency information. As a result, we became a communications center, too. Our switchboard was inundated with calls, and we needed relief operators to augment the emergency switchboards set up and staffed by other city departments. Yet another custodian and his son, who owned snowmobiles, traversed unplowed and inaccessible streets in order to pick up two switchboard volunteers. These operators channeled calls for help to the appropriate town agencies and, using the school system's internal radio band, also helped to coordinate the work of custodians, maintenance workers, and school administrators involved in other aspects of disaster relief operations.

Next the town needed experienced social workers to help victims of the disaster assess their losses and fill out the necessary but complex forms. A quick trip to the home of the school system's director of pupil personnel services (made necessary because the storm had knocked out her telephone) provided us with a roster of school guidance counselors and psychologists. These people were called to the Red Cross Disaster Relief Center and worked for six days processing applications. Included in this group were many retired members of our staff who were pleased to offer their services.

During these hectic days other school system personnel rose to the occasion and performed quietly and effectively. The director of secondary education served as troubleshooter and advance man. The director of business affairs and key members of his staff, along with the director of data processing, developed a pay plan for the schools' employees. Thus school staff did not clog up the already overcrowded lines of those seeking emergency finan-

cial assistance. The president of the teacher association called to say members of that organization were available if needed. They were, and scores pitched in at a variety of important tasks.

While Quincy public schools turned temporarily from instruction to survival, the system did not abandon its primary mission of teaching. Within 48 hours after the disaster, a task force of teachers and administrators, under the joint chairmanship of the directors of elementary and secondary education, was called into session. Plans for at-home lessons were developed and word was spread through the local media. Mathematics, reading, science, basic skill development, and research assignments for students were broadcast over the local radio stations. Not only were students asked to complete school assignments, but kids also were asked to pitch in by caring for less fortunate neighbors and by clearing snow from around buried fire hydrants.

Finally the Quincy schools resumed classes on February 27, but life in our city did not return to near normal until the middle of March. While we can be grateful that there was no loss of life and that on the whole we did cope with the crisis, some questions remain: How could we have been better prepared? What can school systems do when natural disasters strike the community?

Obviously, in cases of disaster, school systems will be called upon to help. Just as obviously, school boards can't foresee and plan for every need. Nonetheless, I believe that the following steps will help put your school system in a better position to go into action should the unhappy event occur.

- First, a formality. In times of extraordinary need the school board should give your superintendent a free hand to commit the total resources of the school system. When the mayor called, I didn't have that formal right; I simply took it. Of course, my school board backed me up and so would yours, under the circumstance. Nonetheless, to acknowledge the possibility of disaster is to take the first important step in preparing for it, so make sure that authority becomes part of the written school system policies.

- Know your community's disaster relief plan. Upon close examination you may discover it may be seriously outmoded and consist only of civil defense preparations against nuclear attack. Conceivably, your school board might want to join leaders of other community

agencies in updating these plans that also will clarify the role and resources of the school system in case of disaster.

- The school system should develop its own disaster relief plan. Better yet, set up a cluster of contingency plans that will cover a number of hazards. In Quincy, most school personnel were on hand, the buildings functional, and food was available. We would have been in much worse shape had a tornado hit during the summer, when buildings were shut down, supplies low, and people on holiday.

Your plan will naturally fall into two parts: physical resources and human skills. Witness our experience: School systems can offer building space, transportation, and communications help, equipment, and supplies that are invaluable in a crisis. Our school staff had many skills that were desperately needed. We had to improvise, but you can survey your resources and catalog them in advance.

- Designate your most sophisticated school facility as a disaster center, but be prepared with a backup in case that building is unreachable or damaged. Using our Vocational Technical School as a headquarters and main relief center was not an accident; I have long thought it would be a natural community resource because of its size and variety of facilities. Fortunately, we could and did use the building; another time, we may not be able to.

In fact, to provide flexibility in responding to any disaster, all school buildings should contain a cache of dried food, lamps, cots, blankets, citizen band radios, medical supplies and other emergency equipment. These stores should be inspected regularly and replaced as needed. And don't forget little things in your inventory: where supplies are located; where the keys are kept; how to light the stove in the school kitchen. Volunteers are helpless without this information.

- Inventory the talent among your school staff and ask for volunteers in teams so that you know whom to call for what in an emergency.

- Make certain that all school personnel are aware of your disaster plan and that critically needed members of your teams know when and where to report in the event of an emergency. We had no dearth of volunteers, but assigning tasks and transporting volunteers to work might have gone more smoothly had we been better organized in advance. □

This board hired a superintendent who requested a merit pay plan for himself

By Robert Stoddard

SCHOOL boards occasionally get blamed for someone else's mistakes, so it's probably only fair that they occasionally receive credit for a good idea that really wasn't theirs.

For some time our school board has been considering several different ways to establish a simple but effective merit pay plan for our school superintendent. The board discussed the idea of eventually adopting a merit pay plan for the entire professional staff (a plan based on job performance rather than on years of service or number of academic hours earned), and the superintendent's position seemed like a good place to start. But what kind of plan should we adopt?

With this problem in mind, we began our search for a new superintendent. We interviewed several impressive candidates and when we made an offer to our final candidate, he accepted—with this surprising caveat: The school board had to consider adopting his suggestions for a simple merit pay plan for the system's superintendent.

The candidate requested that the school board establish a separate superintendent's pay committee that would evaluate performance based on general predetermined criteria; he offered several suggestions for areas in which his performance might be judged: leadership, finance, organization, management, and employee morale. In each of these categories—and in others the school board might wish to establish—the superintendent suggested that he receive grades similar to those listed on a report card, A through F. An A would be worth five points; a B, four points; C, three points; D, two points; and F, one point.

His grading system seemed logical

and it fit right into the school system's current practice of sending home employee reports on the same day students were handed their own grades. All of the system's 120 employees receive a grade based on performance—but their salaries are not, unfortunately, in any way connected with this grade.

The superintendent's pay committee, consisting of two school board members, two teachers, two principals, two community members and one student, would give the superintendent a chance to be held accountable not only to the school board, but to the entire constituency of a school system. If the pay committee gave the superintendent an overall rating of between 4.1 and 5, he asked to receive a bonus of \$1,000. If the rating fell between 3.1 and 4, the bonus would be \$500. A rating between 2.1 and 3 would mean the superintendent would forfeit \$500, and if he received a D rating below 2.0, he would forfeit \$1,000. What's more, our superintendent candidate stated that if he did not receive an over-all combined rating of 3.5 at the end of the first two rating periods (held in the fall and in the spring of each year), he would not expect to receive a new contract. The candidate also expressed a strong preference for one-year contracts.

The school board huddled. Here was a seemingly logical merit pay plan for superintendents—something we had hoped to establish. It wasn't exactly what we had in mind, but it didn't sound completely outrageous, either. So we went to our candidate, Stanley Bipus, and told him of the board's decision: If he would accept our terms and some modifications in the pay plan, he could have the job.

The modifications were not extensive. The number of members on the pay plan committee was cut back—one principal, one teacher (rather than two each), one noncertified employee as well as two board members, two community

members and one student. And because we had to incur superintendent search and relocation expenses, we insisted that the superintendent accept a three-year contract.

One major point must be stressed: While the school board accepted the proposal for a merit pay committee, the committee's responsibility extended only to the matter of financial remuneration. The pay committee makes its investigations independent of the school board and then produces a grade and turns over its pay evaluation to the school board. The school board still holds on to its right and responsibility for the final evaluation of the superintendent. In other words, if the pay committee gives him straight A's and the board is displeased with his performance, the board still may fire him.

The proposal was acceptable to Bipus and the school board, and the pay plan currently is in operation. At the first grading period, the merit pay committee gave our superintendent an A-minus and he received the agreed-upon \$1,000 bonus. Next year all administrators will be placed on the merit pay plan and the superintendent currently is trying to get teachers to accept voluntarily the merit pay concept.

The pay committee has been quite active: The student member of the committee passed out evaluation forms to all students in the system before making an evaluation, and the teacher representative polled fellow teachers to find out their rating of the superintendent's performance.

Our merit pay system is not perfect (in fact, the superintendent has expressed some concern that the grade letter evaluation perhaps does not contain enough specific comments on exactly how the board views his performance), but it's a step in the right direction. At least in our school system, pay for performance is a plan whose time has come. □

Robert Stoddard is chairman of the Salmon, Idaho, school board.

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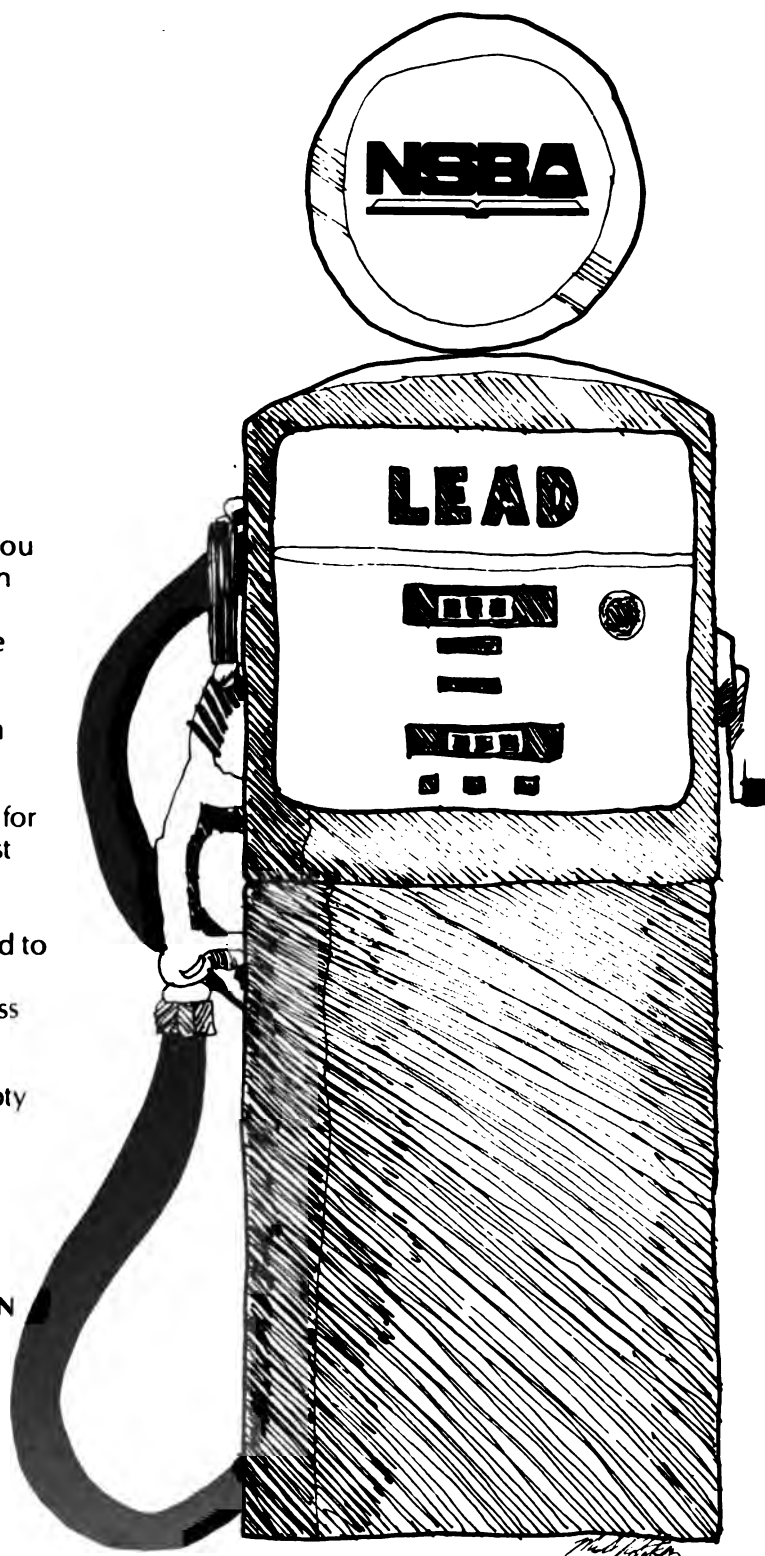
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**THE AMERICAN SCHOOL
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washington report

THE NEW "96th" IS POISED FOR AN INSTANT REPLAY OF THE MAJOR EDUCATION ISSUES LEFT UNRESOLVED BY THE 95th CONGRESS. Leading the list are creation of a cabinet-level department of education and consideration of the controversial tuition tax credit proposal. Ironically, both proposals had the votes for passage in both House and Senate last year, but ran into last minute roadblocks. This year, President Carter says he is determined to fulfill his campaign pledge of taking the "E" out of H.E.W. and is equally determined to kill the tuition tax credit for private elementary and high schools and colleges. In a nonelection year, the impetus to act is lessened, but it would seem that the new Department of Education is a good bet and the proposed tax break for parents with children in colleges seems a winner, too.

THE LINEUP IS CHANGING WITHIN THE U.S. OFFICE OF EDUCATION, BUT ON A DELAYED BASIS. U.S. Commissioner of Education Ernest L. Boyer has announced that he will become president of the Carnegie Foundation for the Advancement of Teaching, but not until a year from now—January 1980. The unusual delayed resignation and the prolonged "lame duck" status of Boyer, however, fits in nicely with administration plans. By the end of this year, a new cabinet-level department of education is likely to exist, and the job of secretary will be up for grabs. Boyer has never been thought of as a serious contender by the White House, consequently his serving out the next year as education chief is a convenient arrangement. Names of contenders keep cropping up, with the latest being Hale Champion, the H.E.W. undersecretary who is a favorite of H.E.W. Secretary Joseph A. Califano Jr. Because Champion comes from higher education, opposition might come from the "lower education" establishment, which certainly wants one of theirs in the coveted new job. Another Califano protege is headed for a key position in the federal education office. James Pickman, who has been in Califano's brain trust—the executive secretariat of H.E.W.—is taking over the job of executive deputy commissioner for management, budget and evaluation. William Pierce left that position to become the executive head of the Council of Chief State School Officers.

PRESIDENT CARTER IS PLEASED WITH THE TITLE BESTOWED ON HIM BY SECRETARY CALIFANO WHO HAS CALLED HIS BOSS "A GREAT EDUCATION PRESIDENT." While the secretary's political hyperbole can be dismissed, the Carter record nonetheless is looking very strong. The revised Elementary and Secondary Education Act, and the extension of federal higher education loans for parents in the middle income levels can be counted as major accomplishments. Getting a cabinet education department would further establish the Carter credentials in the education field. But at this point some practical legislative matters remain, like supplementary appropriations to support some of the new programs, including the preschool partnership and basic education grants. Also, regulations must be drafted, put out for comment, and then adopted before new programs can go into effect. President Carter has expressed the hope that those new rules can be kept simple. A little-noticed section of the law provides for a new Education Data Acquisition Council, which may not help simplify the new regulations but could cut down the number of and detail in future surveys sent out to school systems. The law puts a premium on sampling,

rather than comprehensive surveys of all school systems. While there are many exceptions included in the law, the intent of Congress to cut down on the number of surveys seems to be clear.

THE TRULY NUTRITION CONSCIOUS MAY SAY IT'S LATE IN COMING, BUT THE DEPARTMENT OF AGRICULTURE IS CONDUCTING A VARIETY OF EXPERIMENTS ON SCHOOL LUNCHES. Demonstration projects are underway that plan to involve parents and children in meal planning and to help find ways of cutting down the amount of fat, sugar and salt in school meals. Other projects in poverty areas are attempting to discover whether allowing second helpings can boost the energy level of children. Still more tests are looking at ways of solving that constant problem—waste of food. Results of all these experiments are a year or more distant.

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VISION TO CUT DOWN ON SCHOOL DISTRICT SURVEYS. This month and next, (January and February), most school systems will be asked detailed questions about teacher supply and demand. Questions are aimed at finding out how many teachers have been hired or laid off this school year and where teacher shortages exist. Back in 1976, before the heat became intense on the issue of paperwork and time-consuming surveys, Congress in its education amendments of that year mandated the teacher supply and demand study. So, despite the contradictory signals from last year's latest education amendments, H.E.W. has little choice but to go ahead with the teacher survey.

THE FEDERAL EDUCATION OFFICE HAS TOLD LOCAL SCHOOL BOARDS AND ADMINISTRATORS THAT THEY MUST KEEP HANDS OFF THOSE OFTEN BOTHERSOME TITLE I DISTRICT AND SCHOOL ADVISORY COUNCILS. School systems, the U.S. Office of Education said in a new interpretation of the law, may not limit the number of terms a council member can serve, cannot bar school employees from serving on councils, and must not prohibit related persons from serving. The local school system, however, can require that a majority of members of systemwide councils be parents and that a majority of school council members live in the school's attendance area. In addition, the school system cannot tell members of school advisory or districtwide councils how to choose their officers. The new education amendments don't change the advisory council requirements, which must be met by the fiscal year beginning next October.

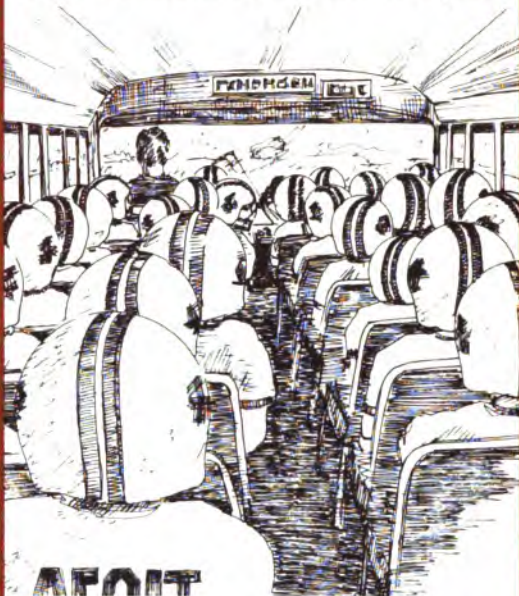
TWO NEW STUDIES RAISING DOUBTS ABOUT THE EFFECTIVENESS OF FEDERAL AID PROGRAMS AND SMALLER CLASS SIZES PRESENT A BIT OF A PUBLIC RELATIONS PROBLEM. As is usually the case with education research, media accounts have given a distorted view of, first, the Rand Corporation study on federal aid programs and, second, the Educational Research Service survey of class size. Some television and newspaper stories claimed the Rand study gave flunking marks to virtually all federal aid programs, including the massive Title I effort. But what the Rand report said was that federal programs which tried to encourage innovation and change with seed money—like Title III grants, Right-to-Read, and some special bilingual and vocational education programs—did not produce long-range effects. Many projects were started solely to get the "federal largesse," which Rand pointed out "disappeared with the last federal check." While the Rand study did not damn every federal aid program, the Educational Research Service survey did not say absolutely that small classes have no effect on student achievement. What E.R.S. said was that small classes are not a panacea. E.R.S., however, did note that a look at the research leads to the conclusion that small classes do help student achievement in reading and math in the early grades, particularly if students are taught for two or more consecutive years in the small classes. E.R.S. said research also indicates that small classes benefit children with lower academic ability more than those with average or better abilities. Some unique small class benefits—beyond achievement—appear to be individualization of teaching, closer interpersonal relations, and more creative and group activities.

EVEN THOUGH THE FEDERAL EDUCATION OFFICE HAS BOASTED ABOUT HOW IT HAS CUT DOWN ON BUREAUCRATIC LANGUAGE IN ITS REGULATIONS, A WOMEN'S GROUP FOUND A WAY TO DO THE BUREAUCRACY ONE BETTER. The National Advisory Council on Women's Educational Programs was able to trim 69 pages of regulations on bias in vocational programs down to a manageable six pages. □

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Your opinion, please: How close should business get to schools?

Across North America, businesses increasingly are being asked to provide services, advice, financial help and manpower to help improve public education. Our question for this month's *Ballot Box*: "How should schools and local businesses cooperate to improve education?" Select an answer from one of the lettered choices listed in the subsequent paragraphs. Select the one that most closely reflects your opinion and circle the corresponding number on the postage-paid card facing page 42. Please select one answer, but add your comments in the space provided on the card. Results of your voting will be reported in the March JOURNAL.

A. Don't get entangled with corporate America—accept no financial help, no advisors, no training programs.

B. Accept financial help from businesses, but don't let a businessman in front of a classroom. Business people directly helping out in schools pose too

many ethical problems. The local department store owner who provides machines for sewing class also may be tempted to encourage students to purchase materials from his store. Keep 'em out.

C. Business leaders should work with the schools but only in advisory capacities. Establish a superintendent's advisory council and put the expertise of business to work streamlining school

business procedures and advising teachers and counselors on ways students can market their skills.

D. Schools need all the help they can get—especially from business. Business leaders can establish work study programs, help teach courses, and provide skills, manpower and materials which schools sorely need. All it takes is effort and goodwill on the part of schools and community leaders.

How to vote

It's important, free and easy. And it makes your opinion count with school leaders from across the U.S. and Canada. Here's how to vote: Locate the *Ballot Box* section at the bottom of the reader reply card on page 43. Mark your choice by letter, detach the card, and drop it in the mail—we've paid the postage. You need not sign your name, but please check the appropriate box in order to identify yourself as a school board member or administrator. If you care to, write a comment or two across the ballot. We'll tally your votes and publish the collective opinions of readers on the question in the March JOURNAL.

Last round's findings: Homosexuals in schools—still a no-no

School board members and school superintendents don't want homosexuals in their schools, at least according to an overwhelming response to our November *Ballot Box* question. By a ratio of greater than three to one, school officials say that if given the chance they would vote for an amendment that would allow school employees to be dismissed for "advocating, soliciting, imposing, encouraging or promoting private or public sex acts . . . between persons of the same sex."

The language of the *Ballot Box* question comes directly from Proposition 6 in the recent November election in California. But where California voters re-

jected such a law, school officials strongly back such a measure. Some typical comments: "Homosexuals have no place in public education. Just as any disease should be prevented from entering the school environment, so too should homosexuality," says a board member from Indiana. "Such preoccupation with homosexuality is bound to interfere with one's zeal for reproduction and with living with a clean view of the beauties of the outdoors and with the benefits of physical activity," says a New York school board member. "It's time that some of these activities are driven back into the closet. I'm tired of minorities controlling the country,"

says an Illinois superintendent. But the mood expressed by most school board members is this: I don't want any kind of sex discussed in schools.

Those who vote against the ban say that "such a measure not only would remove freedom of discussion from the classroom, but would leave teachers open to blackmail from students," according to a South Dakota school board member. A California board member said that "school boards have no right to mess with the private lives of teachers," and a superintendent from Canada says: "History shows us that there have been no effective ways to legislate morality. Why try it one more time?" □

BRANFORD

CONN.

POP 4500



Nice little town, Branford. Close to the seashore, hilly, wooded and pretty. The town is prosperous, but not rich. It's quiet, restful. The Rotary Club meets on Monday. Everyone knows everyone else . . . and what's going on.

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Our stand on sports competitions:

By Margaret S. Buvinger
President
National School Boards Association

The pressure is on to win endorsements from NSBA and state school boards associations for plans that would create national championship sports competitions for high school students.

NSBA has spoken clearly against the idea—first in a resolution (4.1.21) passed last spring by the Delegate Assembly, and more recently in a specific reaffirmation by the NSBA Board of Directors.

In spite of the precise language of these two statements, outside groups continue to misinterpret the stance of school boards toward such competition. Indeed, many state associations have been told that NSBA has not taken such a position. The fact—to reiterate—is that NSBA opposes

national high school sports competitions.

Our concept of good education emphasizes the availability to all students of instruction and training in many areas, including physical education. But programs that seek to develop athletic "superstars" at school expense either detract from the ability of schools to offer a good physical education program to all students, or require substantial additional expenditures for athletics.

At a time when most U.S. school districts are finding it necessary, or at least expedient, to curtail or level off expenditures, it seems highly inappropriate to undertake a potentially expensive new program that would not serve most of our students.

Ample opportunities in individual sports already exist outside the public schools for young people with exceptional talents, and many teenage stu-

dents have engaged in these programs for years. College seems early enough for the high-powered push in team sports.

If we are to re-examine our priorities in education, as most of us feel the need to do right now, we almost certainly will find that our educational resources are best used for programs that benefit as many students as possible. The introduction of "sponsor" funds from commercial sources to promote sports competition is not likely to help us make wise use of our resources.

Exploitation of students is always a danger when outside interests become involved. The last thing we need is to risk duplicating the recruiting and spending scandals of some of the colleges. Let's continue to teach all our young people sports skills in high school and leave the high-powered activities for the years ahead.

Our federal relations priorities:

By Thomas A. Shannon
Executive Director
National School Boards Association

Last month on this page we looked at NSBA's new Federal Issues Management Process (FIMP), which is a new venture designed to establish a close and effective liaison of state school boards associations and local school boards with all three branches of the federal government.

The NSBA Board of Directors now has adopted priorities for NSBA's 1979 federal relations efforts, setting the year's policy course in Washington and in the nation's congressional districts for local school board members participating in the NSBA Federal Relations Network, for the NSBA Council of School Attorneys' new "Friend-of-the-Court Brief Committee," and for the NSBA staff. These priorities, all in harmony with enactments of the 1978 Delegate Assembly, are:

- Defeat of private elementary and secondary school tuition tax credits.
- Championing of local school

board interests in the extension of the Elementary and Secondary Education Act and in the development of ESEA regulations that enhance the instructional program and minimize federal control and paperwork.

- Creation of a Cabinet-level Department of Education.

- Preparation of NSBA-assisted friend-of-the-court briefs in the federal courts challenging the constitutionality of any federal law that would extend the federal unemployment compensation coverage requirements to state or local public employees, and of a lower court ruling that a state legislature has authority to redirect federal funds from congressionally intended uses to other uses within a state.

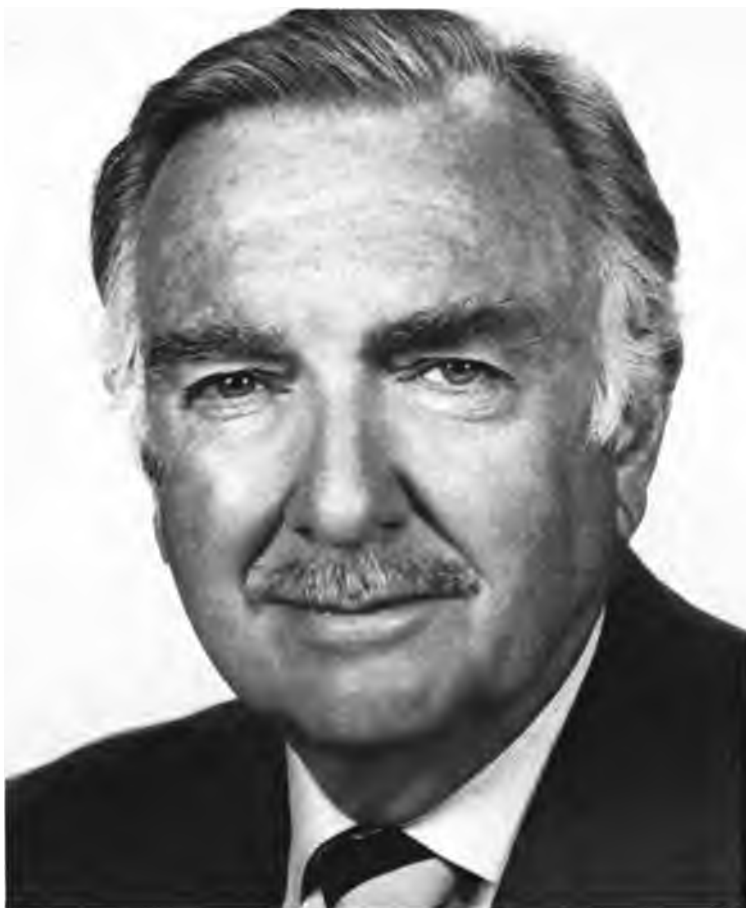
- Clarification of federal policies and procedures affecting compliance with the U.S. Supreme Court's *Law v. Nichols* decision requiring bilingual instruction in school districts where youngsters speak a language with their family at home other than

English.

These federal relations priorities are not static. Along with other significant federal relations issues affecting school boards, they will be reviewed regularly by the governance of NSBA to test their sufficiency for designation as an NSBA priority. This is because FIMP has built-in flexibility to permit NSBA to monitor the myriad federal relations issues arising irregularly in the Congress, the Administration, and the federal courts, and to assess the impact of those issues on missions and goals adopted by the 1978 Delegate Assembly. Consequently, those local school board members serving either as leaders of state school boards associations or members of the NSBA Federal Relations Network can shift attention, when appropriate, to important unforeseen issues. Finally, FIMP facilitates development of cooperative ties with other educationally or governmentally related associations in Washington in order to pursue common goals. □



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of the United States), *David Rockefeller Jr.* (Chairman, The Arts, Education and Americans, Inc.), *Lawrence A. Cremin* (president, Teachers College of Columbia University) and *James Guthrie* (professor of education, University of California).

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lagniappe

Of mice and men. School board members who are often called upon to wage what they know from the start are losing battles should consider the plight of the lone exterminator whose weekly job it is to roam the halls of the Dirksen Senate Office Building in Washington, D.C. His target: mice. According to Sen. William Proxmire (D-Wis.), the rodent executioner's job is impossible. The vermin slip through pipe holes past every wall, behind every radiator, to every room on every floor. "There are legions of mice . . . brown mice, white mice, soft furry mice, spotted mice, short-tailed mice, long-tailed mice, blunt-nosed mice, fat, satisfied, arrogant, omnipresent mice," Proxmire says. Furthermore, the mice have become brazen, making their presence known at important conferences and meetings.

Proxmire believes that the solution lies not with the overworked exterminator, but in plugging the thousands of mice holes scattered throughout the building. The Senator says this effort would preclude the necessity of building a new Senate office building: "There would be so much extra room (if the mice were gone) that we would not have to build a new edifice."

coming

- **School Board Academy.** Workshop training sessions for school board members and administrators, sponsored by the National School Boards Association. For registration and/or free descriptive brochure, write N.S.B.A. Academy Registrar, 1055 Thomas Jefferson St., N.W., Washington, D.C. 20007. "Selecting a Superintendent of Schools" in *Phoenix*, February 9-11; "Governing Education of the Handicapped in Your District" in *Sarasota*, February 23-25.

- **National Association of Secondary School Principals**, convention. For more information write: 1904 Association Dr., Reston, Va. 22091. In *Houston*, February 2-7.

- **National Council on Year-Round Education**, annual meeting. For more information, contact: Charles Ballinger, Department of Education, 6401 Linda Vista Rd., San Diego, Calif. 92111. In *San Diego*, February 9-11.

- **American Association of School Administrators**, convention. For more information write: 1801 N. Moore St., Arlington, Va. 22209. In *New Orleans*, February 14-17.

- **Ontario School Trustees' Council**, annual meeting. For more information contact: Mrs. Krischer, Canadian School Trustees' Association, 30 Metcalfe St., Suite 507, Ottawa, Ontario K1P 5L4. In *Toronto*, February 16-19.

- **State/provincial school boards association conventions.** For information, get in

touch with association headquarters in your state or province. Louisiana, in *Alexandria*, February 1-3; Tennessee, in *Nashville*, February 21-23.

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write us a letter

Address letters to: Editor, The American School Board Journal, 1055 Thomas Jefferson St. N.W., Washington, D.C. 20007.

Needed: a unisex pronoun

SIR: The English language needs a unisex pronoun and one that is being proposed is "thon," which is a third person, singular pronoun that means either "he" or "she" when the gender is unknown. It is easily employed in any English sentence: "Each student should turn in thons assignment now."

"Thon" definitely needs to be adopted into the English language; no other words are acceptable as unisex pronouns. Because "he" in the "general" sense almost always refers to males, its use can be ambiguous and sexist. "They" is a plural—not singular—pronoun. "It" refers only to neuter objects, and "one" cannot be used because it is an indefinite term, used in abstract senses and to replace first and second person pronouns.

"Thon" overcomes all these problems. Originally deriving from the Scotch-English combination of the first consonants of "this" and "yon," "thon" adheres to English grammar and can be used as can any other pronoun—"thon," "thons," "thonsself," and so on. All educators should consider the benefits of this word and work to get it instituted into the English language.

CORNALL KIMBALL
Washington University
St. Louis

Keep the public informed

SIR: I wholeheartedly agree with the view expressed by Margaret S. Buvinger, president of the National School Boards Association, regarding support of "public bargaining" whereby the public could observe and understand collective bargaining without actively participating in it (*Let's excise emotion from bargaining*, N.S.B.A. Views, JOURNAL, December).

Many school boards and most employe groups can find reasons to close the bargaining process to the public, but the obligation to keep the public informed overrides any other consideration. In this era when negotiations and the negotiated agreement play such an important part in our school operations, I believe the public must be permitted to observe the process leading to agreement on the master contract. Otherwise, how can the public really understand what's going on in our schools?

JAMES M. ADAMS
School board member
Burlington, Iowa

Fog protection for buses

SIR: Our school system became famous, or perhaps infamous, because of the tragic school bus accident that occurred here in 1958. (Litigation resulted in landmark legal decisions that forced public bodies to change their insurance programs.) Because of that accident and the subsequent notoriety, we probably are more conscious of school bus safety than are most school systems, but we're always on the lookout for anything that could make our buses safer.

One of the most dangerous situations that a school bus and its passengers face is when a bus stops in dense fog to load or unload students. With as much as 21 days of heavy fog in one year, we can't simply avoid the unsafe situation. Strobe lights help, but it's still dangerous for a bus to stop in the fog.

How about something audible—an air horn or emergency alarm or a horn like those used in some gymnasium scoreboards? If this noise mechanism were directed to the front and rear of buses and arranged so that it could be activated only when buses are stopped, I think it would be an important safety feature.

At present, I believe it would be illegal for us to put noise mechanisms on our buses, but if they could be tested and shown to prevent accidents, laws could be enacted to make them legal.

I would be willing to test noise mechanisms on our buses or do anything else to help promote this idea. What do your readers think?

PAUL CARNES
Assistant Superintendent
Kaneland Community Unit
School District #302
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This one penetrates the *Bakke* debate

By David Schimmel

In September 1976, the California Supreme Court upheld Allan Bakke's claim that his right to equal protection of the law had been violated by the University of California at Davis. The school had reserved 16 of its 100 entering places for minorities, and Bakke, who had an excellent academic record, charged that his right to compete for one of the 16 seats was denied solely because of his race.

After the California decision, the university took the case to the U.S. Supreme Court. During the two years between the California ruling and the Supreme Court decision, a national controversy raged over *Bakke*. Minority organizations claimed that a ruling in favor of Bakke would destroy affirmative action programs, set back the civil rights movement, and "guarantee the perpetuation of preferential access of whites" to the rewards of our society. In contrast, Bakke supporters condemned the Davis program as "pure, simple, and unadulterated" discrimination on the basis of race. "The best motives," they argued, "cannot disguise this worst of practices." It appeared as though a decision for or against Bakke could have dangerous consequences and would certainly alienate a large segment of the population.

Then on June 28, 1978, the Supreme Court issued its long-awaited decision. Four justices favored the Davis admission program; four were against it. In an unusual compromise, Justice Powell bridged elements of both positions. As a result, the Court compromisingly ruled for Bakke, against quotas, and for affirmative action.

Both sides claimed victory, and the *New York Times* wrote, "No one lost." But to most people, the decision and the question of minority admissions still is troubling and confusing. They want something—a book—that will resolve the dilemmas, simplify the issues, and predict the implications of the high court's decision. *Bakke, DeFunis and*

Bakke, DeFunis and Minority Admissions

By Allan P. Sindler

358 pp. New York:

Longman. \$12.50

This book may be purchased directly from:

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Minority Admissions does none of these things.

Instead of simplifying things for us, Professor Allan P. Sindler penetrates the rhetoric of the *Bakke* debate. He questions and analyzes the dimensions of the case. Though well-written, the book is not easy reading. It challenges us, nonetheless, to think deeply about one of the most difficult educational and legal dilemmas of our time.

Sindler gives no satisfying answer to the conflict posed by Bakke—compensatory justice for disadvantaged minorities versus equal opportunity for individuals—because he believes that "there are no satisfying answers." For *Bakke* is not a case of right against wrong but of legitimate rights in conflict. The purpose of the book is to explore and explain these rights and conflicts. This it does—fully, thoughtfully, and incisively.

Sindler helps us understand *Bakke* by placing it into a historical context. After *Brown v. Board of Education*, Americans hoped that ending segregated schooling would bring about equal educational opportunity. But experience indicated that more was needed to counter the long-term effects of discrimination. Universities tried, without much success, affirmative action programs to attract more qualified minority applicants. Then, in the late 1960s, professional schools turned to a policy of minority preference in admissions. This succeeded, and increasing numbers of minority students were admitted to law and medical schools. But many non-minority applicants believed that they

were victims of reverse discrimination. One of them, Marco DeFunis, sued the University of Washington law school and took his case to the Supreme Court. When the Court refused to decide the case, the stage was set for Bakke, who confronted the Court with an "impossible" question: Can selective schools promote minority inclusion without producing an equivalent nonminority exclusion?

Sindler traces each step in Bakke's case—from his medical school application to the Supreme Court's fractured opinion. Justice Powell's "Solomonic judgment" is outlined and analyzed. Powell's opinion seemed to have something for everyone. Quotas were out, Bakke was in, but schools could enroll significant numbers of minorities "under the banner of student diversity." While Sindler gives Powell high marks for his "political solution," the author also notes the features of the decision that disappoint and disturb him.

The book probes beyond legal arguments and court opinions. It helps us get to know Allan Bakke as a person: his retiring personality and driving commitment, his worries about age as a barrier to admission, and the disappointments and frustrations that preceded his lawsuit. It also explores the values, limits, and alternatives to standardized tests for minority students. It gives us glimpses of the politics of the case: why minority organizations didn't want the Supreme Court to consider *Bakke*, the function and focus of the many *amicus* (friend-of-the-court) briefs, and the pressures that produced the Carter administration's "compromise position."

Sindler doesn't hesitate to confront the tough questions and taboo topics surrounding *Bakke*: Will special admissions stigmatize all minority lawyers and doctors? Should race preference be viewed differently from other "traditional" preferences based on athletic ability, geographical distribution, or political connections? Were special admittees really qualified? Are standardized tests "culturally biased" and "inherently racist?" These questions will continue to face us in the coming decade and their answers may shape the fabric of our society into the next century. □

David Schimmel is an author and attorney who teaches in the school of education of the University of Massachusetts.

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THE JOURNAL ADVISER

what would you do if . . .

. . . your system's food director became a globe-trotting star?

The school board and administration of the Ridge Valley school system worked hard to develop a new student lunch program that uses student help, parent volunteers, community donations, and food service management techniques recommended by professionals. The result: Students now are eating more nutritious lunches at lower costs. The drawback: Alan Goodwin, Ridge Valley's food services director, has become an overnight star. Goodwin constantly is in demand nationally to speak at seminars, workshops and conventions on the system's feeding program. At first, when Goodwin was invited to statewide functions, school board members were flattered that Ridge Valley was receiving some recognition for its innovative program. But that flattery wore thin after Goodwin missed his tenth day of work because of a speaking engagement.

The problem: While the school system does not provide Goodwin's travel expenses, it does pay him a salary for the time he spends on the road.

"This simply can't go on," says one board member who believes Goodwin has abandoned his responsibility to the local schools. "But we're the ones at fault because we let it get out of hand," responds another board member. "Our board does not have any policy that limits or prohibits this kind of consulting. We created the monster in the first place and now it's too late to do anything about it."

Is it? If this situation occurred in your school system, what would you do?

A. Let Goodwin travel the globe. It's good public relations for the school system and his material will get old in a short time.

B. Have the superintendent—who must be as fed up with Goodwin's absence as the board is—call Goodwin in and threaten him with loss of his job if he continues the outside consulting.

C. Tell Goodwin he can continue the consulting but must charge a fee that will be paid to the Ridge Valley schools. Then hire someone to replace him while he is off the job.

D. Ask your superintendent to recommend a policy on staff consulting. When the board has approved a policy, work out an agreement with Goodwin that is fair to him and to his job in Ridge Valley.

TURN PAGE UPSIDE DOWN FOR ANSWER

ADVICE FOR THE ASKING

If you are plagued with a prickly problem of school board membership or administration, throw it in the lap of the JOURNAL's cadre of consultants known collectively as The Journal Adviser. We'll change the names of persons and places. Then, we'll share the problem *and* its suggested solution with our readers. Write: The Journal Adviser, The American School Board Journal, 1055 Thomas Jefferson St. N.W., Washington, D.C. 20007.

THE ANSWER: D. While the temptation may be to follow the advice in option A and to let Goodwin's popularity windle as his subject becomes old hat, the real problem, once again, is the lack of a written policy. A policy covering employee consulting need not be strict nor arbitrary; and the board and superintendent can reserve the right to approve or disapprove of any consulting work that interferes with a certain number of an employee's work days. In the case of Goodwin, it may benefit the school system to give him a flexible amount of time for consulting; for other employees the school system may not be able to be as generous. But whatever the policy is, the board and superintendent should have it in writing so that they have control of these problems as they crop up in the future.

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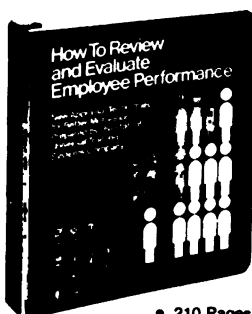
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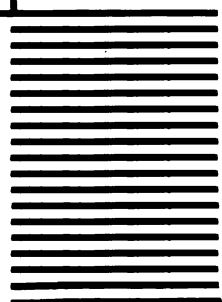
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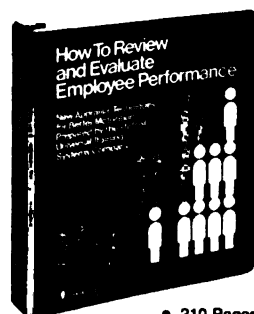
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Ever watch the doors swing open for recess at an elementary school? Any teacher will tell you it's akin to seeing a bronco burst from the gates at a rodeo. Most kids look forward to playtime as the only opportunity school gives them to do what's really important in their lives: run, jump, scream, climb and get dirty. And so, from a kid's perspective, some of the most important equipment you'll buy for schools will be placed in the playground and not in the classroom. How does an adult school official know what an energetic nine-year-old wants in the schoolyard? If you think back to what you played on—swings, slides, seesaws and merry-go-rounds—you won't be too far off the mark. In the playground, a back-to-basics attitude can't hurt: What was good enough for you most likely is good enough for them.

But during the past few years, playground equipment manufacturers have altered construction methods on traditional equipment and have devised many imaginative and attractive toys using new materials. Very much in vogue among the new building materials is wood. It's attractive, strong and costs about the same as steel. With some kinds of wood, however, there's the possibility of splinters. So, if you're looking towards buying a modern wood unit, see if it's treated or coated. Also, we're told redwood splinters less than many other kinds of wood.

Playground equipment manufacturers have been especially conscious of safety lately, what with the federal Consumer Product Safety Commission breathing down their necks. The industry has seen several Commission proposals, but so far has yet to receive any

For valuable technical assistance in the preparation of this article, the JOURNAL is grateful to Tom Latimer, Marketing Manager, Miracle Recreation Equipment Co., Grinnell, Iowa and to Jim Kaska, Director of Sales, Recreation Equipment Corp., Anderson, Ind. For more information, check Athletic, Gym, Playground on the postage-paid card facing page 42.

guidelines or regulations for playground equipment. Much of the talk centers around the need for better playground surfaces. There's even word that manufacturers will have to provide the surfaces themselves for certain equipment—but that's far from certain. Those in the industry will gladly discuss proposed safety standards with you.

Meantime, most manufacturers will tell you to get rid of your all-weather playground surfaces, or at least to place new equipment on softer ground. Many will suggest that you place a pit around every unit with about three to six inches of pea gravel in order to reduce the number of serious injuries that result from falls or other mishaps. Pea gravel looks like . . . well, peas. It's soft, porous, absorbs shock well and is inexpensive. Besides pea gravel, a mixture of sand and wood chips makes a safe playground surface.

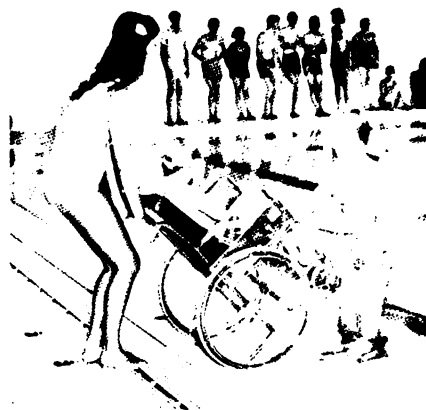
Here are some other safety factors to consider: Seats on swing sets should be durable, lightweight and vandal-proof. Seats made from webbing or wire-reinforced material is suitable; getting hit in the mouth with a wooden or aluminum seat is very painful. Watch out for any sharp edges or corners on all equipment, and be certain everything is securely anchored. Make sure all nuts and bolts are concealed and that no hooks are exposed. Also, watch out for oversize rings in which kids' heads can get stuck.

The next major factor to consider if you're in the market for playground equipment: How durable is the equipment and how easy to maintain will it be? With galvanized steel piping, maintenance is virtually nonexistent. But be careful: Some metal materials are brightly painted, but bad weather can take its toll and rust the metal underneath. As far as durability is concerned, portable equipment may be a little flimsier and a bit more expensive than welded equipment, but with many elementary schools subject to closing these days because of declining enrollments, portable equipment may be the right buy for some schools.

Any discussion of playground equipment is incomplete without considering what kinds of materials are suitable for handicapped children. Briefly, some of

the more important considerations are: Make sure there are plenty of supporting bars or grips within reach; be certain the equipment itself has limited mobility; and, it's a good idea if playground equipment for the handicapped can be used in cooperation with other students. □

new for boards to buy . . .



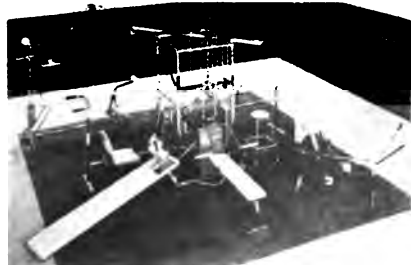
Multi-purpose pool. Handicapped children can move easily in and out of one end of your swimming pool while the swimming team practices diving at the other if you install a **movable swimming pool floor**. Made of concrete, the floor can be lifted or lowered hydraulically in sections at the touch of a button and can be installed in existing pools, according to the manufacturer, as easily as in new construction. From AFW Company of North America, Olean, N.Y. **For details, circle 50 on reply card.**

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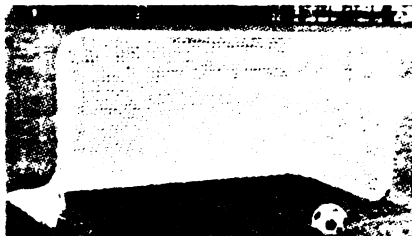


Sports for handicapped children. Endorsed by the Joseph P. Kennedy Jr. Foundation and Special Olympics, **floor hockey** is an effective rehabilitation game for mentally retarded children—and can be played by all elementary school boys and girls. Lightweight plastic floor hockey sticks and pucks have been designated official equipment of two North American tournament organizations and the Special Olympics. Rules, instruction manuals, and equipment are included. From Cosom, Minneapolis. For details, circle 52 on reply card.



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FEBRUARY 1979



Pele, here we come. Young fans of the Brazilian soccer star can train and improve their skills with **SMG-4 portable practice "mini" soccer goals and nets**. Designed for indoor or outdoor use, the goals are 8 feet wide by 4 feet high and 4 feet deep. The goals are constructed of lightweight but heavy-duty aluminum with rubber mounts to protect gym floors and can be easily

knocked down and stored in a small space. Nets are made of white climate treated knotless nylon. From Jayfro Corp., Waterford, Conn. For details, circle 54 on reply card.

Guiding lights. Containing over 100 detailed lighting layouts for baseball, softball, football, tennis and basketball courts, the **Sportsplay Lighting Guide** also supplies information about the appropriate lights for each use. Some examples: Recommended illumination levels; a competitive floodlight comparison chart; typical photometric information for metal halide, quartz iodine and incandescent sports beams. From Keene Corporation, Lighting Division, Union, N.J. For details, circle 55 on reply card.

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journal after the fact



Democracy can be too much of a good thing

A very wise man, whose name escapes us for the moment, once said of democracy: "It is the worst form of government—except for all the others." That thought is brought sharply into focus in our cover story, which begins on page 21, that describes some of the troubles plaguing the Memphis public schools.

To say that life has been difficult—especially during the past eight years—for the Memphis school board is to understate the case by a country mile. And the trouble in Memphis actually intensified in 1971 when the school board became *more representative* of the community.

Before 1971, the five-member Memphis school board was lily white in a town that was 40 percent black and whose schools had a 50 percent black population. The five board members were elected at-large, so the small majority of white voters could, and did, legally deny any black representation on the school board.

But after considerable pressure from the black community, in 1971 the school board was expanded to include nine members—seven elected from specific geographic areas and two elected at-large. This gave black neighborhoods an opportunity—for the first time in more than 100 years—to elect directly those representatives with a personal concern for their neighborhoods' schools. While this may have increased the democratic makeup of the school board, it also made board consensus elusive.

Francis Coe, a 23-year veteran of the Memphis school board and its battles, explains: "The change in the election law makes the school board *truly* representative of the community; at the same time, it makes serving on the board

more difficult. For us to reach a consensus—or abide by a majority vote—is almost impossible." This problem is not a new one—for boards or for the United States. Early in the 19th Century, Alexis de Tocqueville, a Frenchman traveling through the new country, stated that: "I have never been more struck by the good sense and practical judgment of the Americans than in the manner in which they elude the numberless difficulties resulting from their Federal Constitution." One leading problem that de Tocqueville saw with our Constitution was the conflict of individual rights of a minority being trampled on by the will of an overbearing majority. In de Tocqueville's day the conflict was between rural and urban areas; the industrial North versus the agricultural South.

Currently, in Memphis, where the black/white conflict is apparent, and in other towns where racial and ideological conflicts have sprung up in schools, parents have taken action that is harmful to

the public schools. Since 1973, when court-ordered busing began in Memphis, more than 70 private schools and "academies" have opened, enrolling more than 30,000 students. At the same time, public school enrollment in Memphis has dropped by more than 33,000 pupils.

What is the answer to the problems of schools facing these kinds of divisive issues? Can public schools, or society, survive while trying to serve polarized constituencies? These broad questions may be the core of what grandly can be referred to as the challenge of democracy. A majority of the school board members in Memphis has stated: "We need people on this school board who are more dedicated to education than they are to the wishes of their constituents." And from both white and black board members comes the statement: "We need to find some common ground that will unite us." For schools, and our society, this would be a neat trick, if it can be pulled off.

210 ballots—is that a record?

Perhaps the only thing more taxing than taking part in a drawn out school board meeting is reporting on one. So we tip our visor to Jack McCurdy, education editor of the *Los Angeles Times*, who recently sat through and then wrote about a meeting of that city's school board during which the members remained deadlocked through 210 ballots in an unsuccessful attempt to fill a school board vacancy.

McCurdy reports that "in the end, the

board could not even muster the required four votes for adjournment. On that motion, the six board members deadlocked 3-3. . . . Finally, one board member departed the morning meeting for an early afternoon appointment, and two others drifted away. That left the board without a quorum."

But the meeting was not all somber. McCurdy says that during the balloting, board members nominated two news-

(Continued on page 16.)

Here's the best integration money can buy

If you can't legislate morality, maybe you can buy it. A midwestern school board is contemplating a plan under which students who would voluntarily agree to be bused (for purposes of integration) to schools out of their own neighborhoods would be rewarded with money for college tuition or for downpayments on homes. For every year that a student is bused away from his neighborhood school, he would be paid \$500,

which would be deposited in a trust account in his name. If he traveled across town for all 12 years of his education, the student would gain \$6,000. Restrictions: the money must be used for college or technical school tuition or as a housing downpayment. The school board's rationale: Court-ordered busing isn't working, and the plan offers students and parents an alternative that actually saves the school system money.

And if you can't buy it, play dumb: In Austin, Tex., where all-day kindergarten tuition is required except for students who are economically deprived or considered educationally handicapped, some parents reportedly have instructed their children to answer "I don't know" to questions on a short oral test. Presumably the kids would then be classified as handicapped and the parents would save 30 bucks a month.

TV's Lou Grant discovers school violence

If you've ever winced at the buffoonery of television's "Our Miss Brooks," nodded during "Mr. Novak," or clicked off "Welcome Back, Kotter," take heart. A recent prime time television program finally broke through the banality barrier to portray teachers and students as believable human beings in a real, sometimes hostile world.

Violence in schools was the theme of a November episode in the award-winning series, "Lou Grant," starring

Ed Asner as the veteran city editor of a Los Angeles metropolitan daily newspaper. On a humdrum assignment to interview high school candidates for his paper's annual scholarship award, Grant gets knocked about when he tries to help teachers struggling with a rampaging student who is high on the drug P.C.P. Shocked to learn that assaults on teachers are not unusual, Grant and his reporters follow up on the story. They discover what is common knowledge to

school people but apparently unknown to much of the public: armed guards patrolling school corridors, while students and even teachers carry weapons for self-defense.

One sequence of the program that educators may not appreciate depicts a principal who tells the press that the problems in his school are caused by "just a few troublemakers."

If you missed it, reruns of "Lou Grant" begin in March.



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Rural wisdom

Recently we received a questionnaire that had been filled out by a rural school superintendent. The questions, and this Arizona superintendent's responses, go like this:

1. How do you discipline the students in your school system when they violate smoking regulations? "(1) Counsel; (2) bust their rear; (3) send them to Daddy—in that order."

2. What would you do if your elementary school principal hired a second grade teacher who was an avowed homosexual? "This happened in our high school—we asked her to resign. She did."

3. You have a student who is a constant discipline problem. The parents don't cooperate and the student knows you can't hit him/her. What do you do? "Make a friend of him. I'd take him hunting and fishing with me. If he respects you, he won't let you down. This has happened in our schools."

4. A male student doesn't like hardball so he tries out for the girls' softball team. He threatens court action if he's not allowed to play. What would you do? "Get him a pair of pink panties with lace on them and put him on the girls' team."

(Continued from page 14.)

men covering the meeting and the school board clerk as candidates. None received the required four votes.

The vacancy was created when Board Member Diane Watson resigned to assume her newly won state senate post. The subsequent 3-3 split left the remaining board members "so deeply divided

over the race of candidates, their integration philosophies, their future political ambitions, and how the possible appointment would affect the board members' own political futures" that a compromise on Watson's successor could not be reached, according to McCurdy.

McCurdy says that one of the candidates was knocked out of contention

because she was "too pro-integration." Another was blackballed because of the reported opposition of the superintendent. Still a third prospective school board member—a former administrator in the Los Angeles schools—was deep sixed because of the candidate's "knowledge of the inner workings of the school system."

When you cut principals, education bleeds

In a controversial article published last September in the JOURNAL, (*Sack our administrators? Please, Cynthia; tell us you're kidding*), education writer Cynthia Parsons said that school boards should consider abolishing the position of school principal in favor of schools staffed by master teachers. Many of our readers objected to Parsons' conclusions, saying that the idea was hardly a smart way to save money—or educate children.

Recently, Martha E. Jordan, an administrative intern at St. Bonaventure University, and John F. Aceti, a school

administrator (both from New York state), sent us a copy of their survey findings about school principals who have been placed in charge of two or more schools and who work with master teachers. What Jordan and Aceti uncovered might show that our readers' assumptions were uncannily accurate.

The survey took place in New York state, which in 1974 amended its education code to allow school boards to use a school principal to staff two or more schools "upon evidence that /there/ are circumstances which do not justify the assignment of another principal to a

particular school, or that another mode of building administration would be more effective. . . ." After this change in the law and the subsequent increase in the use of master teachers, the two researchers sent out their questionnaires to discover, in part, if one principal can "manage, provide leadership, supervise, plan, evaluate and provide guidance"—even with the help of master teachers—in several schools at the same time.

The researchers sent out surveys to 65 New York elementary school principals identified as supervising more than one

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school. Out of this group, several principals supervise three schools each, and two principals responding to the survey are charged with supervising four schools each. Sixty-eight percent of the principals say that master teachers work in their schools and that, with the exception of teacher evaluation and curriculum development, the master teachers are responsible for a wide range of duties—from supervision of bus schedules to complete authority for all administrative tasks. But the principals report that the master teachers' main responsibilities were in the area of supervising other teachers.

The principals also report a number of problems with using master teachers. For example: Multischool principals say that the supervision of problem students often suffers without a full-time principal in each school, and that master teachers often are not accepted by their colleagues. What's more, principals

who serve in more than one school see *themselves* as poor administrators: Only 7 percent rated themselves as effective administrators, 55 percent claimed they were only somewhat effective, and 38 described themselves as only moderately effective. According to the researchers, this inability to manage more than one school effectively led 94 percent of the respondents to indicate a preference for managing one school.

Seventy-two percent of the principals rate master teachers as less than effective. Reason: According to the principals, both classroom duties and administrative tasks require full-time attention, and constant interruptions in the master teachers' classroom duties results in poor teaching. The principals add that teachers who belong to unions and who then are placed in charge of other teachers are caught in a difficult squeeze that hurts staff relations. Finally, principals state that master teachers often perform

poorly because they suffer from a lack of training.

Jordan and Aceti, after pouring over the information gleaned in the surveys they developed, offer a number of assumptions, including:

- A principal serving more than one school may save the school system money, but the educational quality in the schools may suffer.

- Adequate time and quality of time cannot effectively be shared by a principal serving more than one facility, parent and student group.

- Schools may be switching to a practice of sharing principals more out of a concern for finances than for education.

- Master teachers who serve as absentee principals suffer because they must spend time away from teaching (because of administrative functions), and often these master teachers are considered interlopers by other teachers and principals.

Soaping kids' mouths should soil conscience

Here's a school discipline story that's likely to leave a bad taste in anyone's mouth: An elementary school principal in rural Spencer, Iowa, thought a good way to stop kids from cursing on the playground would be to wash out their mouths with soap. The principal, Millard DeGooyer, gave five youngsters the taste of Ivory before the parents of a sixth student threatened to charge DeGooyer with assault. Superintendent C.T. Roberts advised mouth washer DeGooyer to cease and desist, but after the incident hit the local press, Roberts observed, "It [the mouth washing] had a real good effect . . . [because] in this case it worked."

The Spencer school system, according to Roberts, has no written policy on corporal punishment; the principal in each building is relied upon to do "whatever is necessary to maintain discipline," he told the JOURNAL. In defense of his principal, Roberts pointed out that DeGooyer had warned all the students in the school against cursing, although it is not clear whether he told them about the detergent deterrent. In each of the first five incidents, the parents of the youngsters were contacted and had given their approval to the soaping. But the sixth case was different.

Elaine Spurlocks wouldn't call her eight-year-old son, Corey, a little angel,

but she doesn't see "how he could curse one place [school] and not slip up somewhere else [home]." Spurlocks said DeGooyer never contacted her to ask permission to wash out Corey's mouth (she said she wouldn't have given it); Spurlocks said she's easily reached by telephone at home or at work; and her husband, Lanny, also works in town.

Here's the story of Corey's curse, according to Elaine Spurlocks: A playmate told a teacher that Corey had cursed and Corey subsequently was told he would have to see Principal DeGooyer the next day. At home, Corey told his mom that he had stopped himself in the middle of saying the curse word and that he was scared of seeing

the principal. Spurlocks tried to comfort her son, telling him not to be afraid, to tell his side of the story, and to take his punishment.

Trouble was, Corey never got to tell his side of the story; DeGooyer simply washed out Corey's mouth, according to Spurlocks. Then he sent young Corey off to lunch.

Spurlocks was upset when a tearful Corey returned from school and said, "You said the man would listen, Mommy." She was more upset when she found out what DeGooyer had done because, two years earlier, Corey Spurlocks had suffered a broken jaw.

After the Spurlocks threatened to sue, Superintendent Roberts told them that



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several teachers would be willing to testify that Corey had a foul mouth. Unwilling to subject their son or themselves to a court fight, the Spurlocks decided not to sue.

But Elaine Spurlocks still is upset: "If Corey had that much of a problem, there should have been some sort of communication before this," she says. "You have to keep communications

open between the school and the students' parents."

Principal DeGooyer, when contacted by the JOURNAL, refused to make any kind of comment.

Tough unions bully you to win members

Small may be beautiful, but it's no way to run a union.

Apparently, that's the conclusion of the American Federation of Teachers, which recently announced a major new organizing campaign "aimed at nurses and other employees of this country's massive health care industry." Citing the plight of workers in an industry "that has an abominable record on wages and working conditions for its employees," A.F.T.'s Albert Shanker, in a November 29 press conference, said that his union has created a division devoted to the health care field and is prepared to spend millions to "provide effective bargaining representation for health care workers."

Critics, however, aren't convinced of the purity of A.F.T.'s intentions. A spokesman for the American Nurses As-

sociation, an organization with which A.F.T. soon will be competing, said A.F.T.'s latest action is just "another attempt by an A.F.L.-C.I.O. affiliate to shore up their sagging membership."

And sagging it is. After exploding from a paltry 50,000 in 1960 to over 500,000 in the early 1970s, the A.F.T. has not grown substantially in recent years. With school enrollments on the decline and teacher turnover rates approaching zero, the pool of "recruitables" has dried up. With its membership in a holding pattern, A.F.T. apparently was confronted with two choices: stand pat and suffer lingering attrition, or go out and recruit elsewhere. A.F.T. and other unions have chosen the diversification route.

What does this mean for school boards? For starters, it kills the myth of

the complacent union. This myth said that once a union reaches a certain point in its life cycle, its primary concern becomes maintaining its domain; militancy fades as the union realizes how closely allied its fate is with those on the opposite side of the bargaining table. Slowly drawn into interdependency, the union becomes institutionalized and thus can no longer afford to make radical demands of management.

The new burst of diversification, however, means that unions now will be competing against each other for the remaining pool of unorganized workers—and will be doing so with renewed vigor. To win new converts, unions will have to become mean, lean, and aggressive. And management, of course, —including school board members—will be the target of all this toughness.

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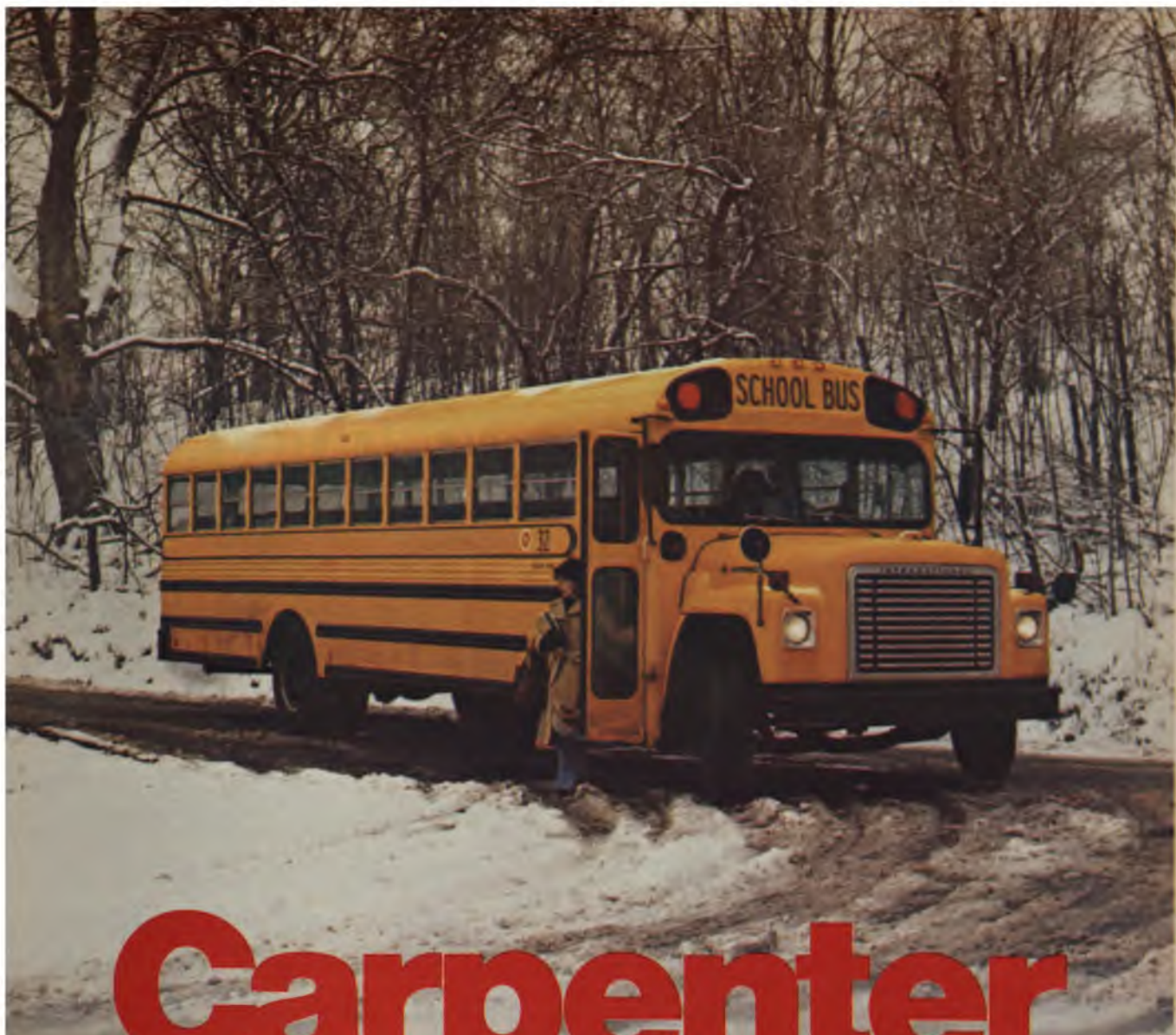
Not long ago we read of a speech by Winthrop Knowlton, president of the Association of American Publishers, in which he proposed that book publishers spearhead a "new attack on the problem of illiteracy by helping to formulate a new National Literacy Act." Knowlton's worthy sounding plan would work like this: A "tax appreciation allowance" would be offered to corporations that "appreciate" the value of their human assets. This would "involve identifying workers and unemployed people who are illiterate and training them to read and write over a period of six months or a year." Then the sponsoring corporation could hire the newly trained person for one year at a salary of \$10,000 but could, under the proposed law, "pretend for tax purposes that it was paying the person \$20,000 a year." Knowlton further explained: "At a 50 percent tax rate, then, the tax deduction would be \$10,000, which

would mean that the corporation would actually get the person free for the first year." In subsequent years, the appreciation allowance would decrease over a period of five years—from 100 percent the first year to no allowance the fifth year.

Knowlton believes that if the idea works, "it could lead to the establishment of a second school system in the private sector: corporations have the space, money and skills with which to help the American public school system lick the problem of illiteracy."

He sees the idea as a credit investment—for the federal government as well as his industry: "Many trainable people now on welfare could go off welfare and onto the payrolls of private corporations; eventually this could be a very great net saving. . . . If it works—figuring 100,000 people a year being trained to read and write, or 500,000 in five years, or one million in 10 years—it could create a major new market for book publishers," according to Knowlton.

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The Memphis Blues

When a board is this divided, almost anything can go wrong—and does

By Barbara Parker

THAT 1978 wasn't a banner year for education in Memphis probably is one of the few things that the city's nine school board members can agree on. Most likely, they would never be able to reach a unanimous agreement on *why* education isn't prospering in their city.*

The toll of last year's turmoil is clear from what Memphis school board members recently were heard saying about each other:

"There's paranoia and mistrust. I don't think we really believe what each other is saying."

"Those two would have teamed up with anybody to keep a black from being selected. Any black."

"One or two of them change their minds so often you just can't keep up with them. It just depends on what day you catch them."

"We oppose each other; we vote against each other; but we never really listen to each other."

The pot began to boil in April when John Freeman, then superintendent, announced his retirement. The board, of course, was faced with the task of finding and hiring a new superintendent, and what happened to the board (and its students, and schools and city) in the process of completing that task is the subject of this story. Call it an example

of how not to achieve board harmony; call it a study on how politics can get in the way of public education. Call it the Memphis Blues.

Frances Coe, a 23-year veteran of the Memphis board, says that problems were bound to occur because the board didn't give itself enough time to choose a successor to Superintendent Freeman: "We tried to do in three months what should have taken us at least six months or a year. Without ever sitting down informally to discuss the kind of person we each thought we needed (to have done so privately would have been in violation of Tennessee's sunshine law), the board got involved in debate over the selection process."

In June, by a vote of 5-3-1, the board decided to appoint a search committee

composed of representatives from community groups such as the P.T.A., the Memphis Education Association, local colleges, and a representative from each of the board's four administrative areas. The committee grew to 12, a number that Coe considered unwieldy: "We would have been better off hiring a consulting firm or an educational search group. What we got was a too-large group that, like the board, represented too much diversity ever to reach a consensus on what kind of person was needed for the job."

Maxine Smith, a board member since 1972 and executive secretary of the local N.A.A.C.P. chapter since 1968, voted in favor of the search committee even though she leaned toward having a local person fill the job: "A person can say so



The Memphis board's "secret meeting" further fragmented an already divided board and proved to be dynamite with a delayed-action fuse.

*Nor could the constituencies of their seven districts (two members elected at-large), which compose one of the most philosophically diverse communities in the nation.

The Memphis school system (K-12; enrollment 114,000) is 73 percent black, 27 percent white, and is financially dependent on the city council for its budget of more than \$150 million. The city has a population of 664,700 (55 percent white; 45 percent black). The Memphis school board is composed of six white and three black members.

Barbara Parker, an associate editor of the JOURNAL, is a native of Memphis and a graduate of the Memphis city schools.

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many things on paper, so you never know someone outside as well as you do someone who has come up through the ranks." Smith's candidate was Willie W. Herenton, a graduate of the Memphis schools, who also had served as teacher, principal, project coordinator, and for four years as the system's deputy superintendent.

Frances Coe was impressed with Herenton as well: "But I told him, as well as other board members, that if someone just as well qualified came along from outside the system, I would have to support that person. The system needs some new blood. We're too inbred and parochial, and not innovative enough. When you have a bureaucracy, and anything as big as this system is a bureaucracy, you tend to do every day just as you've done the day before. From the inside, it's hard to draw back and be objective. Anyway, I told Willie and Maxine that if I did vote for someone else it would be for that reason. I guess what I failed to do was make myself clear."

The search committee narrowed the list of 42 applicants for the Memphis superintendency to six whom the board personally interviewed between mid-July and mid-August. There was no public discussion of candidates or issues, but individual board members, it seems, knew what they wanted.

Mal Mauney, an optometrist and a former president of the local John Birch Society, is in the third year of his first term as a school board member. In 1975 he ran on an antibusing ticket with five

other candidates, two of whom were elected along with Mauney: William Ingram and Juanita Watkins. All three have children in private schools and represent predominantly white suburbs that the city annexed in the past 10 to 15 years.

Mauney has pushed hard for competency testing: "We need to do away with social promotion and make an academic diploma mean something." The competency program he offered was passed by the board, along with a zero-based budgeting plan that he proposed. Another project that he and several other board members want to tackle is teacher accountability—and that was one of the reasons five board members found William Coats, superintendent of the Grosse Pointe (Michigan) school system, so appealing. He had championed stiff accountability programs in Grosse Pointe and in Kalamazoo, where he also had been superintendent [*JOURNAL*, March 1974].

Coats was the last of six candidates to be interviewed, and the board found him to be impressive. Enough so that after his interview, several board members got together with some community leaders to discuss the Memphis school system. This meeting was dynamite with a delayed-action fuse.

James Blackburn, a two-term, at-large board member and Memphis attorney, invited several faculty members from local colleges to his house on Sunday afternoon, August 21. "These are people I turn to for advice on education," Blackburn said. "They get our

graduates and it's valuable to hear from them how they perceive our needs. I thought other board members would be interested in hearing what they had to say as well." Blackburn reached three: Mal Mauney, Frances Coe and Board President Bobbie Sonnenburg, an at-large board member for seven years.

Mauney went reluctantly: "When I asked who was going to be there, I said those weren't my kind of people and that I didn't really see what was to be gained. Blackburn kept insisting; and I said that I would see what I could do. On Sunday I decided that it couldn't hurt, so I went. And I'm glad I did. I found that I had a little bit more in common with some of those people than I thought. They were more concerned with the academic situation in Memphis than I had given them credit for. I learned something and I'm not about to apologize to anyone for going."

The meeting sounded like a good idea to Frances Coe: "There were five people there who analyzed the school system for us. Candidates for the superintendency were not discussed. The closest thing to it was a general agreement—among the people at the gathering—that the system needed new blood."

Bobbie Sonnenburg also liked the idea: "It was beneficial to hear what those school people had to say." Unhesitatingly, she agreed to take part in the Sunday afternoon gathering.

Although all four board members attending the Sunday meeting were white, Blackburn said that blacks weren't



Mal Mauney believed the board caved in to threats and intimidation.



Maxine Smith leaned toward "someone who had come up through the ranks."



Frances Coe originally was in favor of "new blood" for the superintendency.

overtly omitted: "There was black representation from a couple of the local colleges."

Frances Coe found the gathering so interesting and helpful that she called another board member, George Brown, to tell him all about it. Coe explained, "George is the black board member I am closest to. We've been friends for a long time; he's very intellectual, very reasonable." But Coe said she found her friend to be extremely upset when he heard about the meeting: "He and I had words all day Monday."

By then, rumors and accusations about the meeting were flying. And it was on that Monday, the day after the meeting, that the board voted 5-3-1 to offer William Coats the superintendency. Voting in favor of Coats were Blackburn, Sonnenburg, Mauney, Ingram and Coe. Voting for Willie Herenton were the three black board members: Smith, Brown, and Carl Johnson. The other dissenting vote was from Juanita Watkins, who was following her constituency's wishes to have William Payne as superintendent. (Payne is the assistant superintendent of the district represented by Watkins.)

After the vote came the eruption. The black community threatened to boycott the schools and blacks picketed the school administration building. Maxine Smith said she'd had "no idea the superintendency vote was about to take place." She charged racism, while part of the white community howled that Maxine Smith and the N.A.A.C.P. were trying to take over the school board.

The rest of Memphis was bewildered by what it was seeing and hearing. Even from some of Coats' staunchest supporters in the community came cries of "lack of process." The board was divided and the community was steaming—and Frances Coe was in the middle of it.

Black members of the board had been counting on her vote and found it "unbelievable that Frances would align herself with such a coalition," according to one of them.

Said Coe: "I thought I had made my position clear—that I thought a well-qualified, outside person would be best for the system. For that reason alone I cast my vote for Dr. Coats and not for Dr. Herenton." She added, however:

"Going to Jim's house on the Sunday before the vote was stupid of me. Because of the sunshine law. I don't know how I could have been that stupid, but I was."

Not surprisingly, William Coats didn't leap to accept the Memphis offer. But Board President Sonnenburg urged him not to reject it: "Give us a little more time before you make your final decision."

The board used that time in late August to hold a series of public meetings during which the superintendency issue was discussed: "Something that should have been done before we ever voted," said Coe of the meetings. A school system community relations worker who was in favor of Coats



New Superintendent Willie Herenton was chosen December 6.



Former Superintendent John Freeman retired December 31.



Following Herenton's selection, William Ingram offered a resolution of support.



George Brown urged his colleagues to seek "some common ground."



Carl Johnson voted with other black board members in favor of Herenton.

The Memphis board is no team

added: "The board handled the whole process foolishly—and then tried to undo what had been done. But how can they undo a process that smacks of 'ramming through' a candidate without any discussion among themselves or with the public? It certainly leaves the school board open to suspicion."

On August 28, Coats rejected the Memphis superintendency, saying at the time: "If I am going to be superintendent of a 73 percent black school system, I've got to have support from the start from black board members. It was not there. I think it's important for the board to go back to the drawing table to have a free discussion of candidates. They've got to listen to each other. I am not able to accept the offer *under the conditions in which it was made*. The protests and demonstrations didn't influence my decision, but the underlying problem that led to the protests did. Based on direct discussions with black board members and with several other responsible citizens—black and white—I came to the conclusion that blacks did not feel they had been involved in the selection process."

The belated meetings were less than successful. No matter. At least the board was giving itself and the community an opportunity to express opin-

ions and banter about differences—*openly*. In the meetings that followed, board members appeared (according to the *Memphis Commercial Appeal*) "jovial, friendly, and congenial." It was a step toward solving the board's problem of hiring a superintendent—but it wasn't a solution yet.

John Freeman was scheduled to retire on September 30, but he delayed his departure until January 1 to give the board more time.

Frances Coe and Maxine Smith called for more discussion and a delay in voting on the superintendency. (The offer to Coats had not yet been rescinded by board vote and, until that happened, the board was not free to extend the offer to anyone else). Coe's reasons for wanting a delay: "Our basic problem is that the nine members of this board have not been able to discuss controversial issues in a rational and unemotional way. Each member wants to run the entire school system according to his individual educational philosophy. We need to find out if we can work together. By our actions we have divided the community. Now we need to show the community that we can pull together."

George Brown agreed: "It is imperative that we seek to find some common ground. Whoever is selected, if he does

not have the support of the board and the community, it will be a hollow victory, and this community will lose."

Meanwhile, Juanita Watkins wondered whether the meetings held to discuss the superintendency had accomplished anything. Board Members Ingram and Mauney attended the meetings, but opposed the delays, asking, "How long are we going to keep up this Mickey Mouse game?"

On September 11, with little comment, the board voted 7-0 to rescind its offer to William Coats. Mauney and Ingram abstained. Frances Coe offered a motion to defer making another offer until the board held more discussions. Her motion passed 7-1 with Watkins voting against it and Blackburn not present.

Once again the Memphis superintendency was up for grabs.

Mauney and Ingram suggested that—because the selection process had been reopened—candidates in addition to the six original finalists should be considered. Other board members thought such action "would muddy the waters."

Everyone agreed that Herenton (the man who had said he wanted to be known as the superintendent—not the black superintendent) would be offered



Bobbie Sonnenburg urged Coats: "Give us a little more time."



James Blackburn didn't "overtly omit" blacks from the Sunday meeting.



Juanita Watkins remained true to her district's assistant superintendent.

the post. The big question: How long would it take the board to come up with a five-vote majority in favor of offering Herenton the position?

Behind-the-scenes politicking began quickly—and ended abruptly. On October 9, the Memphis teacher union voted to strike. Eventually, about half the city's 6,000 teachers stayed home or marched in picket lines for a two-week period. This was the first major teacher strike in the city's history, and the central issue seemed to be: Who is going to control Memphis schools? (JOURNAL, October 1978).

The board and administration were adamant about keeping the schools open—and they did. In some quarters, the strike was considered a school board victory.**

After teachers returned to work on October 29, the board again began to discuss the superintendency. Frances Coe was the first of the original Coats supporters to announce publicly that she was switching to Herenton: "I have believed all along that Dr. Herenton is a superbly qualified person for the position. He did not receive my vote originally because I believed that an equally qualified person—from outside the system—would be best for us."

But even with Coe's support, Herenton had only four sure votes. Not enough for election. Watkins was still in favor of Payne, her area's assistant superintendent; Ingram offered a motion that the board retain a professional superintendent search firm. Mauney agreed that the search should continue: "No matter how it's perceived, if Dr. Herenton is offered this superintendency and accepts it, the word will be out to this community: If you don't like something, riot, demonstrate, threaten, intimidate, and you'll make somebody cave in and change. This board is caving in and I don't like it."

Until December 6, at-large members

** Teacher union officials claimed that it was pure coincidence that the strike came fast on the heels of the superintendency fracas. "We had been trying to negotiate since June," the officials said. So had the board representatives. Further complicating board-union difficulties was a citywide strike by firefighters and policemen. In any case, the teachers finally received an increase that was only slightly above the seven percent pay hike they originally were offered by the board. Board members said that the final increase was "negotiable" all along.

Sonnenberg and Blackburn were silent about their intentions. That day, Blackburn released a letter to fellow board members: "I have decided to vote for Dr. Herenton. With any decision, there is a certain risk involved. Like marriage, there are no insurance policies available. Still, Dr. Herenton has many desirable attributes. He is intelligent, listens well, has patience, integrity and a desire to succeed, both for himself and for the system as a whole. I sense that he will make us proud."

Herenton then had the five necessary votes for his selection.

At the December 6 meeting, President Sonnenburg also read a letter to her fellow board members: "It is clear that Dr. Herenton has the votes necessary to be named superintendent. He has mine as

well. Even though I deplore the actions which led to Dr. Coats' rejection of the offer, I believe that we must now work together as a board for the betterment of public education in Memphis. I pledge Dr. Herenton my support."

Herenton was elected 6-2-1. Not voting for him were Ingram and Mauney; Watkins' vote was still for her area's candidate, Dr. Payne.

Immediately prior to the vote, board member Ingram offered a resolution in support of the new superintendent, "whoever he may be." It ended with this: "Be it resolved that each board member give moral support to the new superintendent and work to improve the system under the superintendent's leadership."

The resolution passed, 9-0. □

Tips on choosing a chief

Although some of the problems Memphis school board members recently experienced during their search for a new superintendent were unique (see story on page 21), others perhaps could have been avoided. Here's how:

- Allow ample time for the superintendent selection process. Depending on the size of the job, and the attitude of board members, finding the right person could take a year or more.

- Before beginning the superintendent search, the board should decide what kind of selection process it wants to follow: If a consensus on the process can't be reached, *openly discuss and listen* to your colleagues' reasons for disagreement. This will save arguments once candidates are being considered.

- The board—with the community—should discuss, discuss and discuss again the goals and objectives it has for the school system and the kind of person each member thinks would be most effective.

- The board's written list of goals and objectives for the superintendent as well as for the system should be discussed with the community and with each of the candidates. Encourage public participation, but remember that the ultimate choice of a new superintendent rests with the board.

- Following interviews with all of the candidates, board members again should discuss their preferences *in full public view*—especially in states that have sunshine laws. But this time around, the candidates should be judged according to the board's written list of objectives and goals.

- A vote on the candidates should not be taken until all board members are convinced there has been ample opportunity for full expression of their opinions. And board members should know—well beforehand—when the vote will be taken.

- A job offer should not be made until *all* board members have agreed to pledge the new superintendent their support.—B.P.

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Here's how to prevent closed schools

By M. E. Hickey

ENROLLMENTS decline, schools close, and in many places all that remains are vacant buildings that serve as painful monuments to a neighborhood's demise. Not so in St. Louis Park, Minn.

This suburban school system in the Minneapolis metropolitan area has suffered a decline from approximately 11,000 students in the mid-1960's, to the current enrollment level of 7,000, and is headed toward a projected low of 5,500 pupils by the early 1980s. Result: Two elementary schools were closed at the end of the 1974-75 school year, another at the end of 1976-77, and a fourth in June 1978.

Today, however, these buildings in St. Louis Park do not stand empty. Two of the four closed schools are being operated as community centers (each serving one half of the city), the third is being developed by the city and school system as a senior citizens' center, and the fourth recently was sold for \$750,000 and is being used to expand an adjacent shopping center.

All of this is the harvest of careful school board planning.

A high priority of the St. Louis Park school board for the past several years has been to find effective means of utilizing closed schools or disposing of them in a manner that will bring back to the school system some of the millions of tax dollars these empty schools represent. The lessons learned by the St. Louis Park board are worth considering by other school boards faced with similar circumstances.

• *Alternative uses.* The board's first step in determining what to do with closed schools is to identify potential alternative uses for the buildings either by the system or by the community. In addition to the necessity of providing a maximum return to the public from the investment of tax funds that the schools

represent, there's an equally important need: retention of public lands for public use, for schools or some other community purpose. In communities where land use is near the saturation point, the expense of obtaining additional public land for any purpose is high and seems destined to increase astronomically in the future. Cooperative land use planning between governmental bodies, particularly school boards and municipalities, can help ensure a continued return on the public investment long after the need for the school *per se* has ended.

Alternative uses may take a variety of forms: administrative offices; community centers; senior citizen centers; parks and recreation centers; cooperative uses with other school systems or vocational centers; rental of space to public or private agencies.

When considering alternative uses of empty school buildings, or the outright sale of a building on the real estate market, carefully examine: ownership vs. nonownership by the system; cost feasibility; and factors relating to the marketability of a building to be sold.

• *Ownership vs. Nonownership.* If a building is to be retained for alternative use primarily by the schools, the issue of

ownership is moot. But if all, or a major portion, of a facility is to be used by a nonschool agency or organization, ownership considerations are very important. It is probably unwise—even if it were possible—to dispose of each and every building down to the minimum number required to house the *current* student population. Imagine the community uproar ten years from now if, because of a population increase, your board had to go back to the voters for a bond issue for a new building at what would easily be ten or twenty times the price of the one disposed of on the current market for (if you're lucky) \$200,000.

If the primary user of a facility is to be another governmental agency, you can sell the property to that agency for a token payment, such as a dollar. Because the agency you sell to is tax supported, the interests of the taxpayers who built the original school are being served, but there are dangers. The services provided by that particular agency might not please your voters (a low-income housing project in a wealthy neighborhood, for example). Or, after several years' use, the agency might declare the old school property surplus, sell it, and deprive the school system of funds that otherwise might have accrued to its own capital budget. Try explaining that to your local taxpayers.

Because of these problems (and unless a building can be sold at fair market value), it seems best for the district to rent or lease the space to the agency. Leases can be written so that the district retains its basic right to the property, while the tenant assumes all costs of upkeep and operations. Most states have on their books laws that separate general operating funds and capital funds for schools, so a potential exists for a creative solution to both sides' problems: a lease in exchange for substantive in-kind services. For example, if in exchange for lease to another governmental agency, rent payments to the school system could be made through services (maintenance of the

Before you sell
school buildings,
consider this:
If enrollments
increase, you
might have to
buy them back.

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from becoming empty buildings

schools' vehicles and equipment; printing; purchase of supplies and materials), this might free a substantial amount of the school system's hard-pressed general operating funds for other uses.

- *Cost feasibility.* Assuming that you anticipate some alternative use other than outright sale of a building, the question of cost feasibility looms large. Unless the alternative use of the building can pay for itself, it will be just another drain on the general fund.

Totally closing a building generates a major one-time saving by reducing certain positions: a principal, teachers, secretary and custodians. But, because that building's students will be redistributed into the system's remaining schools, savings may not be all that large. Payments for many employees (especially teachers) and other resources are based on a per-pupil ratio, so some initial savings of a closed school are offset by increased spending in remaining schools. Then there are initial costs of "mothballing" a building, as well as an ongoing cost for minimal maintenance, utilities, security, and repair of inevitable vandalism. Perhaps the ultimate liability of a totally closed building is its impact on the neighborhood. But this

A good deal:
If you can use
only half
a building,
rent out the
other half
to paying tenants.

cost is not easily calculable in dollars.

All of these factors, then, must be considered by a board in deciding what to do with an unneeded school. But there are options.

A school system could keep a building open (for its own uses) and offset costs by finding appropriate tenants to rent space in the building. With the cost of commercial office space ranging from \$6 or \$7 a square foot to \$20 or \$25 in prime locations, schools can offer a substantial savings to certain types of agencies and groups for whom the school space would be desirable. The types of agencies can vary considerably, but St. Louis Park found particular success in attracting public, nonprofit agencies (such as the United Way), governmental groups and commissions, and some private groups that operate on limited funds and for whom plush office space is not a priority. Other potential users are small private schools and preschools, for whom the school space usually is ideally suited.

One caution: All groups should be carefully screened to ensure the compatibility of their use with the setting and acceptability to the community. Many uses require a special permit because of city zoning ordinances, so maintaining a mutually supportive relationship with local government becomes extremely useful.

- *Selling school buildings.* If a board decides to sell a building, at least four warnings are in order.

First, there's usually a surplus of school buildings on the market, especially in urban areas; the building's adaptability to other uses is relatively limited and, in many cases, the building itself is a liability (only the property is an asset); frequently, factors such as environmental quality standards and accessibility to the handicapped make substantial remodeling prohibitive.

Second, the zoning of school property often is limited. Its "highest and best use" (to use typical zoning terminology) is as a school or, occasionally, as an area for single family dwellings. School

boards considering the sale of school property might do well to investigate in advance the potential for zoning change to a more commercially marketable classification and, if feasible, petition for such a change *before* putting the property on the market. This move reduces the potential buyer's risk and can have a favorable impact on the selling price. Additionally, zoning boards or city councils might be more favorably disposed to respond to a request of a school board rather than that of a private developer.

Third, there is an obvious and substantial difference in the disposability of elementary buildings compared to secondary buildings. Because of their size and specialized facilities, secondary buildings initially cost more. Ironically this same specialization may make them less suitable to other uses and therefore far less marketable than most elementary buildings.

Fourth, boards have a moral obligation to their community to realize the maximum return possible on their investment in a school. Haste to sell might result in a substantial loss to a system. In the case of St. Louis Park's sale of one of its buildings, a year's worth of negotiations by the superintendent and board with the potential buyer meant an increase of \$250,000 over the initial offer and the appraised value of the building.

One could ask how the selling of a school building serves a community's interests. In the sense that such property, depending on the nature of the purchase, once again is returned to the community's tax rolls, everyone benefits in some degree. Practically any use of the abandoned property is of psychological advantage to a neighborhood and the surrounding community.

School building closures are a part of reality for school boards today. But a creative approach to their utilization or disposal can open many doors of opportunity. The lesson is clear: public schools—whether open or closed—should always serve the public interest. □

Here are ten ways to tap the brain power in local colleges

By Edward L. Dejnozka

WHILE they may be geographical neighbors, school systems and colleges of education too often operate in separate worlds.

We college people who train prospective as well as practicing school personnel often are thought of as being too theoretical and out of education's mainstream—living in an ivory tower and all that. We're also seen as entrepreneurs—resource people who never leave the campus except when lured by the prospects of a consultation fee.

But as most public school officials are well aware, criticism cuts two ways. Some university people think of school board members and administrators as being so preoccupied with the nuts and bolts of administration that they have little time to ponder the essence of education—teaching and learning. Teacher education people also are inclined to view public school officials as being resistant to new ideas, easily threatened, and cynical about educational research. Some teacher educators believe that they are not really welcome in local schools—except to supervise student teachers or to deliver an occasional commencement address.

I don't intend to affirm or deny the accuracy of these criticisms (some of which may indeed be accurate). Rather, I am interested in pointing out ways in which colleges of education and local school systems can work together successfully. Here are ten suggestions for helping our two worlds meet, rather than collide.

- *Encourage exchanges of faculty.* Efforts should be made so that selected public school teachers and administrators can become involved in a local col-

lege's program as part-time (or adjunct) teachers. Team teaching—involving a university faculty member and a public school teacher or administrator—can be quite effective. Similarly, college professors should be invited into the school system's classrooms, as speakers or demonstration teachers. Where university and school system policy permits, these professors occasionally might be used as substitute teachers.

- *Cosponsor educational events.* Colleges of education and school systems both sponsor special workshops and training institutes, lectures by prominent educators, educational fairs, and teaching demonstrations. But too often these activities are carried out separately. There is no reason why many of these events could not be cosponsored; such an arrangement could help promote staff interaction, reach larger audiences, and cut costs by sharing them.

- *Appoint university people to school system advisory committees.* Contrary to what some superintendents and school board members might think, many teacher educators are more than willing to serve on school advisory committees. These college people will come down from their towers because (1) they are parents with children attending the local school system; (2) community service enhances their chances of receiving merit or being promoted; (3) they are intrinsically interested in learning about or helping the local schools. These are talented people who, if invited, can make valuable contributions to the school system.

- *Encourage student teachers to work in your schools.* Most teacher educators and teachers-to-be agree that student teaching is the most critical component of the student's preparation program. Typically, this program also is the only one in which practicing teach-

ers are actively involved. And there are important benefits for a school system, too, because a student teacher program provides a classroom with the services of another adult; brings a cooperating classroom teacher and university supervisor together on a formal and regular basis; and makes it possible for the system to evaluate future teacher prospects—and to make those evaluations right in the system's own backyard.

- *Participate in jointly operated pilot programs.* No cooperative effort between schools and colleges affords greater opportunity for professional satisfaction, growth and excitement than a successfully conducted pilot program on some experimental or innovative aspect of education. The size of program is not important. Nor, for that matter, is the size of budget. What counts is the chance for college and school system teachers and administrators to field-test innovative programs. Pilot programs can range from one-time-only demonstrations to more extensive projects such as Teacher Corps. I've seen several such collaborative efforts in operation, ranging from simple field-testing of an innovative teaching method in one classroom to a pilot teacher education program in which the cooperating school system plays an integral part.

- *Arrange periodic meetings between college and school system leaders.* Informal luncheons are particularly effective, especially if carried out in a relaxed atmosphere. At these meetings, board members and college representatives should be given an opportunity to report on their respective achievements, to discuss new or changing goals, and to pursue topics of common interest.

- *Involve college personnel in local leadership training programs.* School systems' training programs for prospective teachers (continued on page 45.)

Edward L. Dejnozka currently is head of administrative and personnel services at Florida Atlantic University's College of Education.

Businesses help schools

By Maria L. Watson

YOU'RE faced with a \$3 million cutback in the public school budget and there's little hope of gaining additional tax support for your schools. What can be done? If you represent the public schools in New Orleans—where this financial pinch was painfully real—you turn to your business community for help. The result: a mushrooming school/business partnership program that began in the high schools, has moved into the middle, junior high and elementary schools, and now is flourishing throughout the city.

In the words of a local banker, New Orleans "always has been a comfortable city, racially speaking," but it continues to have difficulty gaining widespread support for the public schools—enrollment is 80 percent nonwhite—from a white electorate who traditionally sends its children to private or parochial schools. (In New Orleans, 65 percent of registered voters are white, but only 20 percent of public school enrollment is white. And only 57 percent of the black population is of voting age while 72 percent of the white population is eligible to vote.) What's more, in Louisiana property tax revenues do not directly support public schools: Instead, state-collected oil and gas taxes traditionally have supported public education. But now these revenues are on the decline and the state no longer is able to assume as much of the financial burden as it once did.

Because of this deteriorating situation, the New Orleans public schools turned to its business community for help. In 1972, schools first tried to tap the resources of the city's business community. Because of a lack of coordination, this project failed to get off the ground. But in 1977 the needs of the schools became increasingly evident and the mayor held a two-day conference and invited local business leaders to talk specifically about what they could do to help ease the public education crisis. The conference ended on a high note with a pledge from community leaders

to make the needs of the city's schools a top priority.

During the two-day conference it became clear to the Business Task Force on Education—made up of the chief executive officers of the city's largest companies—that if the city and its businesses were to prosper, a strong public school program was vital. But, says Elaine Coari, the schools' community relations coordinator for the project: "The purpose of the business task force is not to provide jobs for students or to bring money into the public schools. Rather, it is to bring into schools the resources and manpower of business. We always knew that the resources were there," she says, "it was simply a matter of matching the proper business experts with the needs of individual schools."

The program works like this: Once the initial pairing of a school and a business is accomplished by the task force, coordinators from the school system and business sit down and pinpoint areas where business can aid these individual schools. One of the most common needs shared by most all New Orleans high schools, says Coari, is preparing students to enter the world of business.

To help students look for work and to master the often-confusing process of filling out a job application, several business partners developed a "mock interview" session. During the session students learn how to fill out employment applications, and how to dress and behave during a job interview. After coaching students on job interviews in individual schools, the company put together a slide presentation that now is shared with all the city's high schools.

Says Shell Oil's Jerry Terry, a member of the Superintendent's Advisory Committee that oversees implementation of the project: "We want to find ways to help students that in the long run help the entire community." Another member of the school/business partnership, William Culver, explains: "I want students, especially blacks, to know they can walk into the central business district and land a job." Because students must *learn* how this can be accomplished, much of the time busi-

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And businesses need schools



Industrial arts students receive practical training in the home offices of a New Orleans construction company.



A local business used video equipment to tape a mock job interview that is shown to all high school seniors.



Mysteries of data processing and computers are explained by a store's school/business coordinator.

ness leaders spend in the classroom is focused on what might be called practical survival skills.

"The best way for students to learn these skills," Culver says, "is to send into schools as many minority representatives as possible and have them show students firsthand the skills that a person needs to find, land, and hold a job."

Because budget cuts in school curriculums seem first to fall on those areas often referred to as enrichment courses—music, art, home economics, industrial arts—Shell Oil sends into the schools employees who can help in these subjects. As the popularity of the program has grown—both in schools and among business leaders—businesses have sent in experts to bolster programs in other areas—science, civics and social studies.

One of the city's large department stores, for example, provides its school partner with an interior designer to work with students in a sewing class and to help redecorate the school faculty lounge. The store's security officer is briefing teachers on the most effective ways to handle discipline problems and vandalism, and the designers responsible for the store's window displays have come to the aid of a drama teacher who was attempting to produce a lavish stage production.

And as much as individual students have benefited from having partners from business spend time in classrooms, perhaps the program's biggest impact has accrued to the school system itself. Alder McDonald, president of one of the city's large banks, recently discovered that the bank's coordinator wasn't showing much enthusiasm for his school-related duties. So McDonald took over and told the school coordinator, "One hour, that's all I can give you." But McDonald went to the school and ended up staying most of the day, and recently said, "I am convinced that I am personally developing as the effort [in public schools] grows. I went to the school ostensibly to inspire, and I have become inspired."

Another business leader was astonished to find, during a tour of her school, that the physical facilities were in a dilapidated condition, and she admitted that she "had been living in a cocoon."

As these people began to talk to other

business leaders about the program, volunteers began to knock on the school system's doors. Most of the city's 18 high schools now have several business partners, some of whom have requested work at the middle, junior high or elementary level. The DuPont Corporation, for example, is particularly interested in being paired with middle and junior high schools. Company officials say it's easier to motivate students at those ages and that company employees enjoy working with these younger students in basic courses such as mathematics and science.

In spite of all the successes, lingering suspicions of the program remain. "The school people wonder why business wants to become involved in our schools," Coari says. But once that suspicion is conquered and teachers and administrators realize business' interest is real and not a covert attempt to search out and point up the public schools' mistakes and shortcomings, everyone begins to feel relaxed and help each other, Coari says. "The whole thing finally jells when educators feel comfortable enough to identify school problems, and to realize that business can help," Coari asserts. (To make sure that the influence of business on the schools is proper and does not include inducements to patronize a particular store or to buy a company's products, the program is closely monitored and evaluated regularly by the superintendent's advisory committee.)

Mutual dependence has made the New Orleans program a success. While students receive valuable and practical assistance, the business community, says one representative from the Shell Oil Company, "needs an effective public school system because it's an important part of the lives of our employees and the city. And since business here is a direct consumer of what the schools produce—meaning students—helping schools turn out better graduates is to everyone's benefit."

School Superintendent Gean Geisert agrees: "I see the program as one of the very positive indications that the leadership of New Orleans is convinced that public education is essential and that it should be a quality undertaking. Trying to get the community involved in schools without scaring the devil out of them is our task, and business has been a big help." □

Somewhere there's a small foundation that would just love to give grant money to your schools

By Margery Thompson

NAME some foundations that give money to schools. Ford, Carnegie, Rockefeller—the giants, sure. But if you think of education grants exclusively in terms of the biggie foundations and their millions, you're overlooking an important source of scarce dollars: the numerous small foundations.* Pat Edwards, program officer at the Mott Foundation, says: "This group [of small foundations] is one of the least tapped resources for public education—maybe because their existence and activities are so little known."

What's more, chances are that one of these foundations is near your schools. Foundations of all sizes are in every state and territory from Alaska to Puerto Rico. Alabama, for example, has 139 foundations, which is more than the number of school districts (127) in the state. Pint-sized Connecticut has 544 foundations, and Illinois is home for no less than 1,443.

Compared with federal funding, the \$2 billion that foundations disburse each year is small potatoes. Even if the impossible occurred and foundations ignored other claims and invested that money in public education, school systems would not become fat. So if you are looking to a small foundation for a windfall—don't. Still, when 80 percent or more of your budget is eaten up by salaries alone, you know how valuable "extra money" becomes.

To learn more about how foundations operate, where their interests lie,

and how schools can benefit from their largesse, the JOURNAL recently took a look at some foundations and interviewed a sample of foundation experts. What we found:

First, foundations can be divided into three groups according to the source of their money—and the source often dictates how and where the money is spent.

- **Corporate foundations.** Weyerhaeuser, General Foods, and General Electric are among the 462 corporations that have set up foundations; this group often prefers to make grants in towns where the corporate plants are located. Also, many corporations make grants directly, much as your local bank or hardware store will make a donation to community activities. These two corporate programs (direct grants and grants through foundations) operate independently and the foundation is the more likely source of funds for school systems.

- **Family or independent foundations.** As the name suggests, the money entrusted to these foundations comes from family fortunes—the Fords, Mellons and Ketterings, and many lesser-known families. "The small independent foundations are often better able to respond to local needs than are the big national foundations," says Mott's Edwards, "because many families restricted grants to a specific geographic area."

- **Community foundations.** Some 219 communities have established foundations; their money comes from many sources—from small donations to large gifts by wealthy donors—and it all goes back to support local community institutions and activities, including schools. Saul Richman, of the Council on Foundations, urges school systems to explore their common interests with their community foundations. These foundations are apt to be more accessible than private or corporate founda-

tions, he says, because they publish descriptive annual reports of their activities and because their boards are drawn from a more representative group of local citizens than are trustees of private foundations.

So how do you get the money? First, *you* have to go to the foundations, because they're unlikely to come to you. Few small foundations have paid professional staff, so few initiate and manage their own programs. Trustees of small foundations are, however, open to requests from outside organizations, including schools—in effect, they are waiting to be asked. A foundation officer describes the policy this way: "We believe that people in education, health care, or recreation know their business much better than we do. They know their own needs, and we are willing to sit down and listen while the professional outlines a problem. We can't offer money in every instance, but together we can always explore ways we might be able to help."

To keep in touch with their potential recipients, foundation trustees often are urged to take on more management tasks—to interview grantees more frequently and to make more site visits. School board members, particularly those in small school systems, can profit from this advice, too. In other words, visit your peers on foundation boards—not to request money but to exchange information. "If I were a school board member," a Michigan foundation representative advises, "I'd sure make myself familiar with the foundations in my state—find out what kinds of projects those people are funding and then let them know who I was and what I was interested in."

And if you do become involved in your system's funds-raising efforts, observe these important guidelines: Work closely with your superintendent, preferably in a small subcommittee. Be cer-

* "Small" is a relative term when you're dealing in millions. *The Foundation Directory*, the standard reference book on foundations, describes a "small" foundation as having assets below \$25 million; but of the 26,000 foundations in the United States, 23,000 are smaller than "small." These 23,000 are not listed in the directory because their assets fall below \$1 million and their annual grants average \$100,000 or less.

Margery Thompson is an associate editor of the JOURNAL.

Here's what other schools get:

Here are a few examples of the kinds of programs small foundations support:

The Bush Foundation in Minneapolis pumps \$300,000 a year into a statewide management training fellowship program for public school system superintendents and assistant superintendents. The foundation chooses 25 fellows each year to attend classes based on the case-study method taught by a professor from the school of business administration at the University of Minnesota. "When you have 430 school districts in the state of Minnesota alone," says Stanley Shepherd, Bush program associate, "you have to try to be even-handed. We believe we can reach a good many school systems in this way, over time, and help upgrade school system management."

The Danforth Foundation in St. Louis thinks the flash point of education takes place at the individual school and with the help of the school principal. In the St. Louis schools, Danforth provides funding and support for teams of citizens, students, principals and community representatives to study education issues. Nationally, the foundation has initiated a program for urban school principals that seeks to improve their management skills and to help them deal with the problems peculiar to big city schools.

The Flint (Michigan) school system is unique in the degree to which it benefits from a local foundation. The Mott Foundation, in addition to its national programs, provides—each year—\$5 million of the system's \$89 million operating budget. Some typical grants for the Flint schools include \$25,299 for an early childhood development program, \$11,220 for an "artist in the schools" program, \$83,246 for police-related programs—and \$35 to a teacher who wanted some special materials for a math class.

Restricted to three areas in South Carolina, the Elliott White Springs Foundation puts much of its funding into local public elementary and second-

ary education—unlike many others, this foundation *does* invest in bricks and mortar. One such grant helped build a vocational school in Lancaster County, which the Springs Foundation further supported by providing \$20,000 for vocational students in carpentry, electrical work, plumbing, and other skilled trades to put classroom theory into practice by building a house. The house later was sold for a profit and the class has since built three additional houses and now has \$30,000 (plus a pickup truck) for the next venture.

"Some of the best money we spend," says Springs Foundation President Charles A. Bundy, "is for our school assistance program—a special fund based on \$3 per student enrolled in the school district. In the Lancaster area, it's worth about \$25,000." Part of the money is used for tuition for any teacher who wants to study for a master's degree and who maintains passing grades. "We've doubled the number of teachers with graduate degrees—from 30 percent to 60 percent," says Bundy.

School assistance money also is used to send teachers and administrators to conventions, workshops or professional meetings, and for in-service education. "If the superintendent wants to bring in a specialist in reading to talk to 30 teachers," explains Bundy, "we'll reimburse the school system for the cost." While the superintendent has discretion as to how the money is spent, Bundy says: "We'd like to see school assistance funds used to strengthen weak departments by further education for teaching staff."

Travel money for conventions is given serious consideration by foundation people. "Walking around money," as the foundations call funds for meetings, conventions and such, is not scorned by the smaller foundations, either. Gene Schwelke of Danforth says that this kind of training is needed and probably is the one item school boards are reluctant to include in school system budgets, given the current mood of taxpayers.

tain that you are well-briefed on the activities of the foundation to be visited and on all contacts the superintendent has had or intends to set up. Never bypass your own staff. For that matter, never bypass a foundation staff—even if it consists of only one person. One recommended approach is to ask for an appointment with foundation personnel to discuss common interests—and to request advice about educational problems that the foundation is interested in. You are asking for nothing—and you may get nothing, but it is worth the effort. Also remember that foundations "broker" for one another and can provide you with an entree to another foundation.

Remember, too, that you're going to get money only when your needs match foundations' guidelines for giving. Trends in that area:

- *Grants are small—and likely to get smaller.* Foundation rationale for the shift to smaller grants is twofold. First, foundations (like everyone) have been hit by inflation and their assets have diminished as a result of recent stock market slumps. Second, although most foundations believe their role is to provide seed money for experimental ideas or new programs, most foundation trustees realize that the problem school systems now face is finding ways to sustain current programs, not to explore new ideas.

Charles A. Bundy, president of the Elliott White Springs Foundation in South Carolina, says: "We are trying to be sure that we don't offer schools money to start new programs they really don't need and then run away and leave the community or school with a program they can't afford to maintain."

An examination of the effectiveness of seed money in Michigan is the subject of a current study by the Mott Foundation. "Along with several other foundations," says Mott's Pat Edwards, "we've found that if we give schools \$15,000 and then drop down to \$5,000 in the third year of a grant, schools can't afford to keep the program going. But when we start out giving schools smaller grants of \$5,000 and then drop down to \$1,000, schools are more likely to be committed to their project from the beginning, know what their goals are, and continue the program or activity after our funding ends."

In the light of curtailed school budgets, another official suggests that rather than start new programs, foundations might help schools maintain pro-

grams that originally were begun with foundation money—the many music, fine arts, and performing arts programs that are being swept away, along with experienced staff, by budget cuts.

• *Joint programs are booming.* Foundations are interested in stretching their dollars and ensuring that the programs they fund will last. One popular theory among foundation executives: the more people involved in a program, the stronger local commitment will be.

A classic example of cooperation among many groups is the experience foundations have enjoyed with Reading is Fundamental, Inc. (RIF). Designed to motivate children to read by providing them with inexpensive paperback books of their own choosing, local RIF programs now number 2,400, of which 1,600 are sponsored by individual schools, school systems and parent-teacher organizations (the remainder are sponsored by community service clubs). RIF is especially attractive to foundation donors because it works—the track record is a proven one. Other pluses: The

program addresses a basic problem by supporting school reading programs; it is staffed primarily by volunteers (with the exception of the national headquarters); and funds raised locally are matched by the federal government. The Levi Strauss Foundation's recent \$60,000 grant to RIF, for example, is being spent in 17 communities where there are company outlets and, when matched with federal funds, the total money available to these towns will be \$120,000.

• *Foundations are extremely interested in strengthening the ties between citizens of a community and their schools.* Support generally will be provided for (1) grants to help schools reach out to the community by using school facilities and developing education programs for all ages and (2) subsidies to develop or staff programs that bring local people closer to schools through citizen advisory councils, parent/school projects, and community/school programs, such as the consulting service and job counseling that

many business people now provide school systems.

Also, recommendations from local sources are becoming increasingly important to foundations. Says Saul Richman: "Most corporate foundations like General Mills or the Gannett Newspaper Foundation make grants in two ways. A small amount of money will go to national programs selected by foundation staff. But a greater sum of money is going into local communities, and these days it is the local General Foods plant manager or publisher of one of the Gannett newspapers who is telling headquarters staff how to make out the checks." With all this in mind, school board members might look to their own backyards for help from local foundations. Because many foundations are relatively small, it may be up to board members to initiate the first contact. It's worth a try: After all, they've got the money, you've got programs you'd like to support, and you both want to help schools contribute to a better life in your local communities.

Want to find out more? This outfit knows all about small foundations

Where can school systems find out about foundations in their area that may make grants to schools? We're glad you asked—and so is the Foundation Library Center in New York City, which has compiled, collated, microfilmed, and generally sorted out useful information on small foundations. In addition to material from Internal Revenue Service reports, the Center has extensive collections of reports published by foundations (including annual reports, directories of foundations by state and region) and has developed three computerized data banks to keep its research current.

Along with its New York City operation, the Center now has a national library in Washington, D.C., field offices in San Francisco and Cleveland, a national cooperating collection in Chicago, and 72 regional cooperating collections throughout the country, all of which contain the Center's major reference materials and publications. (Addresses of all but the regional collections are at the end of this article.)

One Center publication you might want to get is *The National Data Book*, which lists over 21,000 founda-

tions—twice. In the first volume, foundations are listed alphabetically along with information about each foundation's total assets, the level of grants paid, and the name of the foundation's principal officer. A second volume lists foundations by state (in descending order of their total grants) and gives mailing addresses. The two-volume paperbound set sells for \$40—and you can use your VISA or Mastercharge card to order it.

An even bigger bargain for school systems willing to spend \$200 a year to do their research at home is the Foundation Center Associates Program. The Center publication, *About Foundations*, describes this custom service. Here is a brief summary:

• For quick answers to brief questions, members can call the Washington, D.C., office from anywhere in the United States on a toll-free WATS line. Unlisted private lines are available for residents of Washington or New York.

• Members also can plug in on the WATS line to hear short bulletins (taped weekly) that cover the latest foundation news—changes in personnel, recent grants, reports, and publications.

• Responses by mail to specific requests for foundation information is available to members; nonmembers get only general information.

• Copying services—photocopy, aperture card (reproductions of foundations' I.R.S. reports), or data sheets showing the address of a foundation, names, titles and business addresses of officers, total assets, and a complete list of grants awarded during a given year.

Here are the addresses you'll need to get the ball rolling:

Foundation Library Center:

National Libraries:

The Foundation Center, 888 Seventh Avenue, New York 10019; The Foundation Center, 1001 Connecticut Avenue, N.W., Washington, D.C. 20036

Field Offices:

The Foundation Center, 312 Sutter Street, San Francisco, Calif. 94108; The Foundation Center, Kent H. Smith Library, 739 National City Bank Building, 629 Euclid Avenue, Cleveland, Ohio 44114

National Cooperating Collection:

Donors Forum of Chicago, 208 South LaSalle Street, Chicago 60604

The truth is, you can

By Carl E. Pickhardt

THE BEST ADVICE I have heard for managing education change was a statement attributed to Bert Lance before he left Washington. His advice: "If it ain't broke, don't fix it."

From Jefferson to Franklin to the Wright Brothers, we are a nation of tinkers, and this tendency is reflected in the way we manage our social institutions. As educators we spend a lot of time organizing and reorganizing administrative structures and revising school programs or services that aren't necessarily "broke." At least they weren't broken before someone began tinkering with them. The whole back-to-basics movement sheds a bright light on generations of change that we now see led nowhere.

Back to basics or not, educators should make changes in their schools only with great trepidation; change is much too costly to be treated as a casual undertaking.

The problem with this advice, of course, is that much change in education is mandated by state and federal legislation. But where change is made on the local level by school boards, my advice is to look twice before leaping.

While all leaders must bear responsibility for initiating some change, responsible leaders seek to control it. The members of your own board may represent two distinct types: *Activist* board members who establish leadership by promoting educational change, and *reactivist* board members who seek to lead by resisting major changes. Each plays an important role, but for the moment let's take a closer look at those who provide leadership by resisting change.

School board members who want to refine a program rather than scrap it in favor of something new often are ac-

cused of being narrow-minded, conservative, myopic. These board members understand too well that, in a nation born of revolution and economically wed to technological advancement, it's much more difficult to oppose change than to support it. Reactivist administrators have a tough time of it, also. When was the last time you heard a school administrator being rewarded or praised for maintaining the effectiveness of his operation? Too often the praise (and merit pay increases) go only for those administrators who develop procedures that are new, different or faster. But reactivist educators also understand their responsibility to prevent their school systems from being overrun by excessive demands for change.

Consider this: Each school system can be viewed as a human service system that is fueled by the collective energies of its staff. In other words, schools can accomplish their goals only so far as the teachers, administrators, students and staff have energy to accomplish these ends. Once the demand for performance exceeds the limitations of human energy, then the outcome is predictable: Overtaxed people and organizations become counterproductive; anxiety and anger contribute to conflict. This conflict hurts communications, makes decision making difficult, and eventually cuts into the opportunity of children to learn.

Schools *can* change, of course, but board members and superintendents should realize that there is quite a difference between maintenance needs and change demands.

Maintenance needs include basic activities such as accounting, record keeping, communications, decision making, teaching, and the other daily requirements that keep schools operating smoothly—letters have to be typed, reports filled out, teacher conferences held, halls swept, and decisions made. Because these needs are so basic, those who promote change often overlook the

Carl E. Pickhardt is a consulting psychologist who works with Central Texas public schools.

Provide leadership by *resisting* change

nous amount of time and human y that is required to keep a school m operating from one day to the

This leaves only a minor portion ach day available for the second of energy expenditure: change.

cause change is so attractive to so / people who equate "new" with er," school boards will have to

hard to make sure they don't in- n change at the expense of basic or- ational maintenance. For example: ogram that gets caught up in ac- ated growth and fails to record performance can, at evaluation find itself lacking the right kind of to support the continuation of its ing.

member open classrooms? As open room concepts were touted ighout the country, teachers who spent years in traditional settings ily were asked to learn how to teach is new way. Administrators also posed with a whole new set of ems. The result: Many teachers administrators were so busy

learning a new and "better" concept (change), that the education (main- tenance) needs of many students were overlooked. And so now we're going back to basics, and open classrooms are vanishing.

Be on the lookout for these four basic types of change in schools that take en- ergy away from maintenance tasks:

Starting something new. This "new something" can be an activity (teaching additional classes or assuming new maintenance chores), program (adopt- ing a complete program for bilingual education), or relationship (learning to work with a new principal, curriculum specialist or superintendent). School boards should avoid adopting too many new programs in the same place at the same time, because starting something new is like launching a rocket—it takes a huge amount of energy to get it off the ground. The most distressed staff I ever worked with began the school year in a new building, with a new principal, with a new individualized instruction pro- gram for a new mix of students (due to

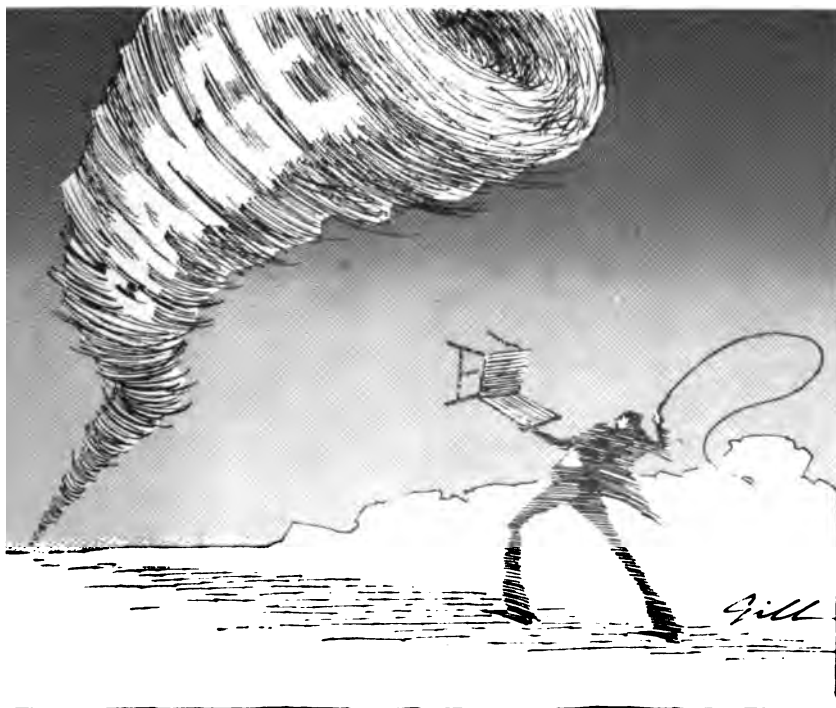
desegregation). All the time spent on coping with change meant that students got shortchanged.

Stopping a program or activity is an- other form of change that consumes en- ergy. Cutting an extracurricular music program from the district's budget, for example, could create anger and resent- ment among staff and students; these reactions hurt academic performance. And the closing of a school and the scat- tering of teachers and students through- out the system can, if not properly man- aged, create a great deal of personal confusion and hostility among those displaced teachers, administrators, stu- dents and parents.

A third kind of energy-consuming change is an *increase in the frequency or complexity of an activity*. The most common example is organizational growth. School boards should be sure there are good reasons for program and administrative growth. For years, many school extracurricular programs con- tinued to grow simply because parents thought the programs were nice to have, and examples of this "nice to have" growth in local, state and federal gov- ernments are numerous. Result: An overburdened bureaucracy that is unre- sponsive, expensive to support, and dif- ficult to control. The more time a school superintendent has to spend working on a flow chart for his ever- growing central office staff, for ex- ample, the less time he can spend taking care of the more important basic tasks of education.

The fourth and least demanding kind of change calls for a *decrease in the fre- quency or complexity of an activity*. Staff members of a program or service that is cut back resist this change, which often is unavoidable.

It may well be the nature of organiza- tional life that change and growth are inevitable, and perhaps even essential. But for school board members, limiting this change and controlling growth are necessary parts of their jobs. Remem- ber: "If it ain't broke, don't fix it." □



If your schools aren't using the procedures listed here, you're vulnerable to vandals

By Michael J. Sexton
and John G. Hamilton

WHILE social scientists try to pinpoint the causes for the sharp increase in school vandalism over the past two decades, school administrators have to cope with the problem. And though administrators prefer dealing with education rather than broken window panes, increasing costs of materials and labor have made vandalism prevention a top administrative concern.

The checklist below is only a general guide for ways to cut down on vandalism problems. Not all of these measures can—or should—work in your schools. Some may be too costly, others are possible only with a great deal of cooperation from parents and the community. Still others—such as using the school for community events during weekends—may involve school board policy decisions.

In any event, a quick look at the list (check off those procedures that are being used in your schools) should tell you how “vandalproof” your schools are.

- ☐ The schools' exterior locks are changed at least annually.
- ☐ The number of keys is controlled, and records are kept of who has each key.
- ☐ Outside handles are removed from doors used primarily as exits.
- ☐ Specific persons are designated to

lock doors and windows at day's end.

- ☐ Specific persons are designated to secure buildings following after-hours activities.
- ☐ School property is permanently and distinctively marked.
- ☐ An inventory of school property is made at least annually.
- ☐ Someone is made responsible for over-all school security procedures.
- ☐ Job descriptions include vandalism prevention duties.
- ☐ Security checklists are used by school employees.
- ☐ School files are locked in vandal-proof containers.
- ☐ Items that thieves find easy to fence—such as calculators and typewriters—are bolted to furniture or locked up when not in use.
- ☐ First floor blinds are drawn at day's end so that thieves cannot see into offices and classrooms.
- ☐ Whenever possible, vandal damage is repaired immediately.
- ☐ Through as many channels as possible, vandalism's costs are made known to taxpayers.
- ☐ The school board has adopted strong policies and procedures to punish student offenders.
- ☐ Restitution from offenders or parents is sought, and the punishment is publicized.
- ☐ Police help and advice on vandalism prevention is sought and all administrators and students are urged to cooperate with police.
- ☐ School policy forbids leaving money in school except in locked burglar-proof containers.
- ☐ Architectural advice is sought con-

cerning vandal-resistant replacement materials and equipment.

- ☐ Broken window glass is replaced with plexiglass or other break-resistant material.
- ☐ School facilities are kept neat and in good repair.
- ☐ Evening and weekend use of school facilities is encouraged.
- ☐ Halls and lavatories are monitored between classes.
- ☐ Police or security personnel monitor school facilities during school hours.
- ☐ Schools are sectioned off to limit access by evening users.
- ☐ School visitors are restricted to those with bonafide school business.
- ☐ Fences have been erected around school buildings.
- ☐ Summer and after-hour use of playground facilities is consistently and closely monitored.
- ☐ Outside access to roofs is limited.
- ☐ Some members of the custodial staff work evenings and weekends.
- ☐ Police, parents or students patrol the grounds after school hours.
- ☐ Local residents are encouraged to report suspicious activity to school officials or police.
- ☐ Students actively are involved in the security effort.
- ☐ A silent burglar alarm is used.
- ☐ A noise or light-making burglar alarm is used.
- ☐ The existence of a burglar alarm system is publicized.
- ☐ Exterior night lights are used.
- ☐ Interior night lights are used.
- ☐ Protective screens or window guards are used.
- ☐ Someone lives on the school grounds. ☐

Michael J. Sexton is assistant professor of educational administration at Texas A & M, and Major John Hamilton is with the U.S. Air Force Leadership and Development Center in Alabama.

Do you know how to recognize a good teacher when you interview one?

By Charles W. Thompson

PICKING a good teacher is akin to selecting a perfect spouse. Both are easy to recognize once in action, yet neither is easy to describe. And until educators pin down and identify that elusive mix of education, experience, and personality that marks the champion teacher, school boards and superintendents must continue to seek teaching candidates the best way they know—and to hope for the best results.

Charles W. Thompson is executive director of the Metropolitan Cooperative Educational Services Agency in Atlanta.

Here are some guidelines that may help in the search. The first section suggests seven *objective* criteria that can be used when judging applicants for teaching positions. Also included are suggestions that can be used either as a way to screen out applicants or to provide the basis for interviews. A second set of *subjective* criteria covers the qualities to look for during an interview and suggests a framework for personal judgments about a candidate.

Objective criteria.

To get a handle on the applicant's relevant background, you may want

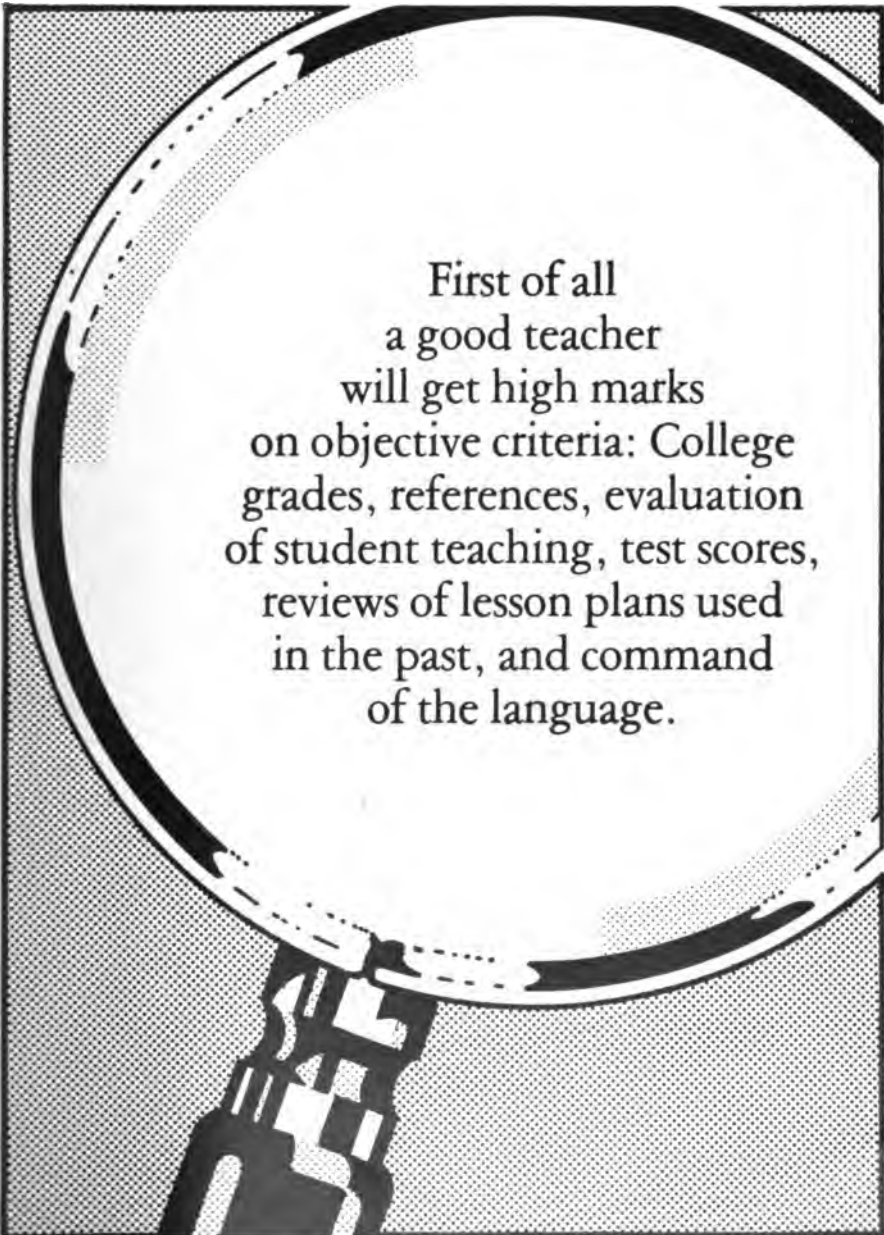
more information than is supplied on an application form; a look at prior assessments of the applicant's performance will help. To obtain some of this information, you first must have the applicant sign a release form before colleges or universities can send personal records to you. Here is the needed background material you should request from the applicant or his college:

1. Proper certification. Either your applicant is certified or not—it's that simple. The credential does not guarantee mastery of any subject, but at least it is an indication that your teacher applicant has been trained in the proper area of study.

2. College grade point average. The person you hire will make daily judgments on the quality of work done by students. You can gain some notion of what standards the applicant will expect from students by looking closely at the applicant's own student record. Again, either ask your applicant for an official college transcript, or ask for a release so that you can send for the record. Most colleges will be able to give you a cumulative grade point average, but you will also be looking at the transcript for trends. Did the applicant's grades improve or fall off during his college career? What were the strong subjects? The wobbly areas?

3. References. Anyone who hires teachers without first conducting a thorough check of listed references makes a grave mistake. True, few applicants will be foolish enough to list someone who would not give a favorable response, but by asking for written references you can often elicit thoughtful comments. One way to steer reference letters away from the bland testimonial toward pointed information is to add a form asking for ratings on the candidate's intellectual and professional abilities and personal characteristics. Such as: How would you rank the applicant as a teacher? (Check excellent, very good, good, below average.) As a student? An employee? You will be interested in a teacher's promptness, willingness to assume responsibility, and ability to work with colleagues, so your applicant's previous employment record should be useful.

4. Evaluation of student teaching.



First of all
a good teacher
will get high marks
on objective criteria: College
grades, references, evaluation
of student teaching, test scores,
reviews of lesson plans used
in the past, and command
of the language.

Your opinion, please: Best length for a superintendent's contract?

While bargaining teacher contracts may create problems for school boards, settling on the proper length of a contract for your school superintendent poses its own difficulties. Like professional athletes, school superintendents seem to spend great amounts of time and effort trying to land the best possible contract.

Our question for this month's *Ballot Box*: "What, in your opinion, would be the perfect length of a contract for a school superintendent?" While in many states the law says a superintendent's contract must run for at least three years, assume, for the purposes of this question, that any of the choices in the following paragraphs are fully legal. Please select one of those lettered choices, picking the answer that most closely reflects your opinion. Then circle the corresponding letter on the postage-paid card on the facing page. Select one answer, but please use the space provided on the card to write additional comments or opinions. *Ballot Box* voting results will be reported in the April issue of the JOURNAL.

A. Let's stick to one-year contracts. A short contract keeps the school sys-

tem on its toes because it makes the school board continually evaluate the superintendent's performance. And, after all, the superintendent who does a good job gets the chance to renegotiate his salary each year.

B. Two-year contracts are the way to go. This gives the superintendent one year to institute new programs and a second year, under the close eye of the school board, to make sure these programs are working. It takes some of the heat off, but still makes superintendent evaluation a top school board priority.

C. Give the superintendent a break—and a three-year contract. One

and two-year contracts may sound like good ideas, but it takes at least three years to see if a superintendent is doing the job. Anything more is denying the board members a chance to change the system's direction, but anything less just isn't fair to the superintendent.

D. When you hire a superintendent, you hire a professional. So give him a long contract—four or five years—and let him get on with the job. He'll be secure, and relatively free from political pressures, and the system won't suffer from frequent changes of leadership. Offer a long contract and let a professional take charge.

How to vote

It's important, free and easy. And it makes your opinion count with school leaders from across the U.S. and Canada. Here's how to vote: Locate the *Ballot Box* section at the bottom of the reader reply card on page 43. Mark your choice by letter, detach the card, and drop it in the mail—we've paid the postage. You need not sign your name, but please check the appropriate box in order to identify yourself as a school board member or administrator. If you care to, write a comment or two across the ballot. We'll tally your votes and publish the collective opinions of readers on the question in the April JOURNAL.

Last round's findings: Boards must control professional development

Inservice training for teachers should be controlled closely by school boards and superintendents, according to most respondents to December's *Ballot Box* question ("How do you think teacher and administrator professional development should be handled in your school system?").

More than 61 percent of respondents voted for more school board control of teacher development. This majority stated, in the words of one Nebraska school board member: "Teacher development is important, but it's the role of the school board to make sure teachers spend time learning and not using professional development as 'compensated time off.'" Or in the words of a

Missouri school board member: "Our school system spends too much money paying teachers to take courses that may have little direct application to the needs of our kids. Let's get that control back where it belongs—in the hands of the school board." A New Jersey board member said: "Teachers should remember that he who pays the piper can call the tune."

Fifteen percent of the voters said schools should pay for professional development meetings but that those meetings should be held during nonschool time; an equal percentage of voters said that not only should professional development be held during nonschool time but that teachers should pay for it

themselves. About that latter course, one board member stated: "I think it is the right answer, but it would get teacher union leaders up in arms. And, after all, it might be cheaper to put up with unnecessary teacher training days than to suffer through a strike."

Only nine percent of respondents said that school boards should keep hands off teacher development. A school principal from Oregon stated that "school boards should not meddle in education other than to provide local input." An Ohio school board member told us of his district's program: "Our board is aware of inservice training, but leaves the particulars of what is taught to administrators and teachers." □

SCHOOL BOARD JOURNAL

FEBRUARY 1979 (Void after April 1, 1979)

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Name (please print)

Check one:

- | | | |
|--|---|---------------------------------------|
| <input type="checkbox"/> A Board President | <input type="checkbox"/> D Asst. Supt | <input type="checkbox"/> G Dept. Head |
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THE AMERICAN SCHOOL BOARD JOURNAL

FEBRUARY 1979

Read this month's Ballot Box (see contents for page number) and cast your vote by marking the appropriate box at the bottom of this card. You may also use the space on this card for any comments you have about the Ballot Box proposition in this issue.

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Get to know colleges

(Continued from page 30.)

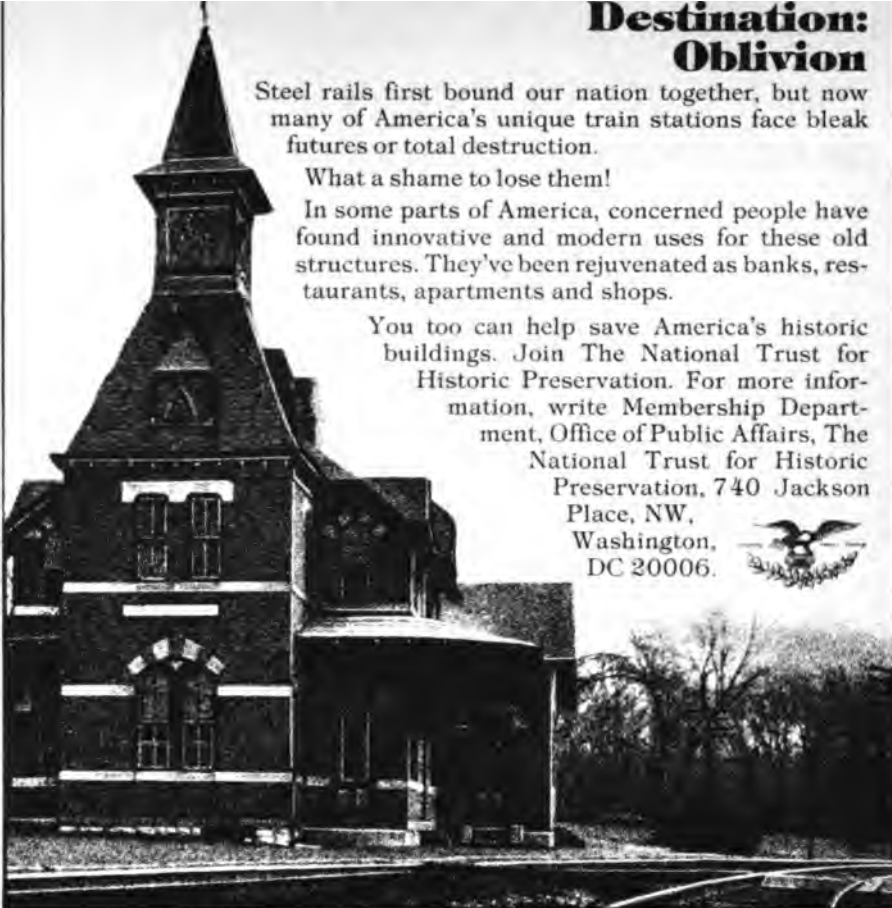
tive or incumbent administrators (including administrator internships and inservice programs for veteran administrators) could be strengthened by the involvement of selected professors working side by side with school system personnel and serving as program advisors, instructors or both.

- *Use university personnel to help conduct training programs for school board members.* College people can help orient new school board members in education-related issues and can keep the old-timers updated. These board training programs might include specific problem-solving exercises, reports on a system's local demographic changes, lectures on recent changes in law, and analyses of a system's tax structures.

- *Collaborate in carrying out research.* One traditional view of school board members is that they are ignorant of and couldn't care less about educational research. This will change when school systems and colleges of education cooperate on research. College faculty members who are fulfilling dissertation requirements might be encouraged to use the local schools as a data collecting source—subject to local board policy, of course. In some school systems, seed money is included in the budget as a way of encouraging individual teachers to help create innovative programs; college professors can help with such efforts—as members of panels created to award such research grants or as consultants to the recipients. Not to be overlooked are the many opportunities that exist for selected school system and college faculty members to carry out studies in which both parties have a common interest. In this way, a school system's problems can receive serious study, and a college can become involved in practical rather than theoretical research.

- *Create curriculum libraries.* Some school systems set aside money for the development of curriculum libraries, and colleges of education often do the same. Wide assortments of curriculum matters are stored in these libraries, including items developed locally and items procured from school systems around the country. By centralizing campus and school curriculum libraries, collection size can be increased while costs are reduced. □

FEBRUARY 1979




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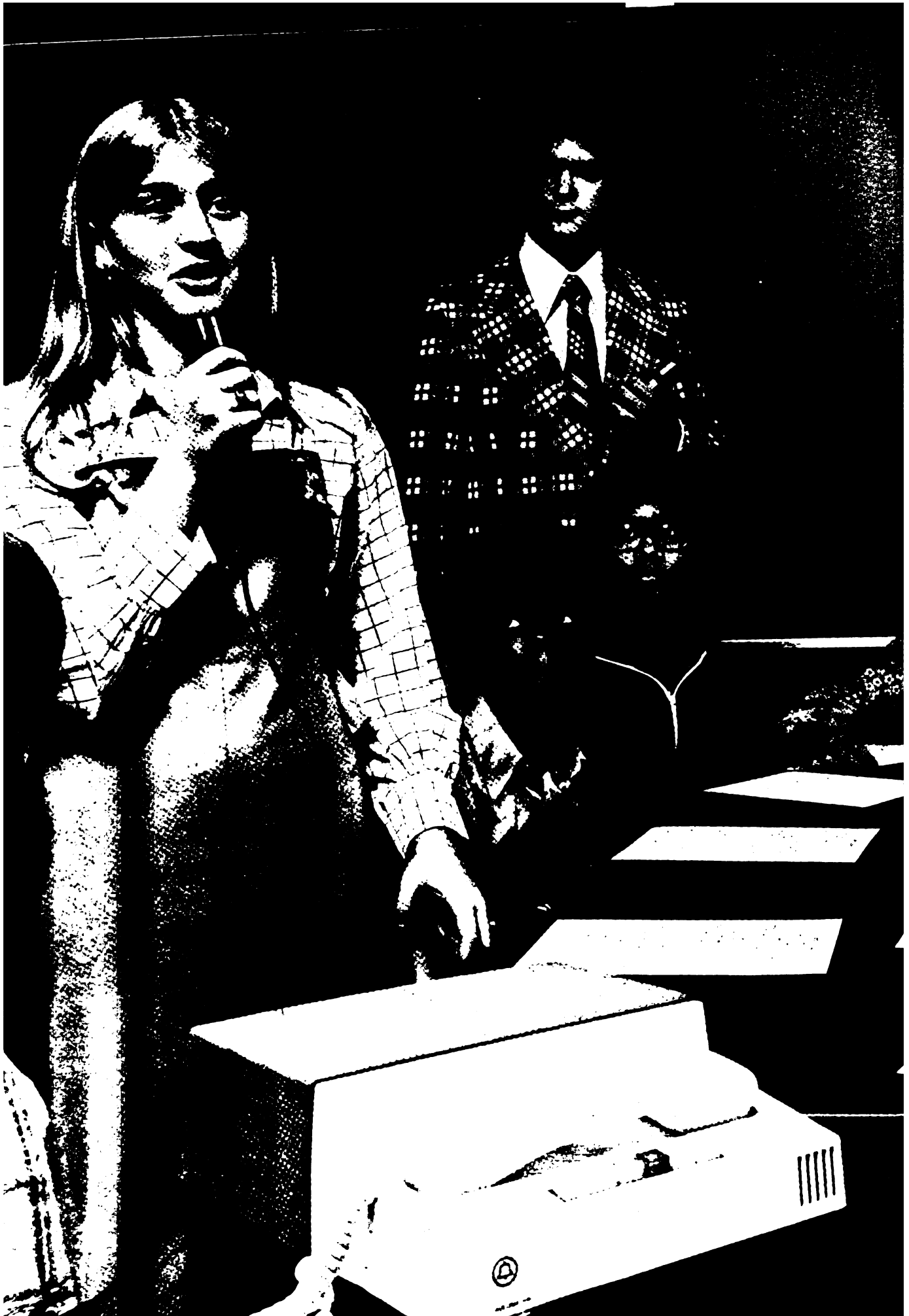
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Fight the federal bargaining bill

By Margaret S. Buvinger
President
National School Boards Association

A federal collective bargaining bill for public employees probably will be mulled this year by the new Congress. The concept, with all its frightening possibilities for school board members, has reared before though not in the past year.

Perhaps its most lethal threat to local control of education is the bill's perennial provisions for settlement of disagreements at the federal level. Binding arbitration at the local level is bad enough. School districts have so many limitations, both legal and practical, on their abilities to raise additional funds that ultimate decisions on financial matters must be in the hands of local boards rather than third parties. This problem certainly would be compounded by the

presence of federal arbitrators who, at best, would have difficulty understanding—in the short time usually available for consideration of impasses—the full impact of decisions on the particular local situation.

With school districts facing demands to provide increased services in such expensive areas as education of the handicapped and of non-English-speaking students, it is especially important that local boards have discretionary authority over the use of funds. The counterforces of taxpayer pressure to reduce expenditures—and actual income cutbacks in many localities—have placed additional restrictions on decisions by school boards.

We believe strongly in the principle of local control of public education. This requires responsible, informed local board members who will devote the time necessary to arrive at the best

decisions possible concerning the operation of their own schools. We will work diligently for the right to make all final decisions about the operation of local schools at the local level.

Interests pushing for bargaining through federal management are concerned with their own betterment rather than the improvement of education for students. We hope that local school boards can, and will, make the best possible provisions for their own employees, taking into account the particular circumstances of their own financial situations.

All of us, as local board members, will be called on in the next few months to discuss with our congressional delegations the reasons for our stand. Let us take the time now to study this area of concern so that we may make informed statements when the time comes.

California boards battle vouchers

By Thomas A. Shannon
Executive Director
National School Boards Association

A new assault against the property tax is being launched in the state that gave us Proposition 13. It not only would end property tax and other local revenue support of local public education, but would establish a hybrid "voucher plan" to finance private and public schools alike. It's packaged with an attractive title: The "Family Choice Initiative."

Under the scheme, California's K-12 public school system would, as a practical matter, be abolished and replaced with a system of "common schools" comprising present-day public schools and certified "private scholarship schools." Funding for the "common schools" would be allocated to parents, rather than to school districts, in the form of "scholarships" available to any school-age

Spending limits would be imposed on the "common schools" and the public schools would compete with the "private scholarship schools" for students under a formula that restricts the taxpayers' share of supporting the "private scholarship schools" to an amount 10 percent less than the cost of educating youngsters in the public schools.

There's more. The total spending limit for educating students in public K-12 schools from 1980 through 1985 would be set at the 1979-80 base level, which would be adjusted each year by the percentage change in per capita personal income in the preceding year—except that, if the student enrollment in the public schools drops below one-fourth of California's total elementary and secondary-age youngsters, the cost limitation would not be applicable. Oh, yes, and the "private scholarship schools" would have exclusive authority to determine the professional and personal qualifica-

tions of their own teachers.

The threat to the public schools posed by this scheme is being taken in deadly earnest by the California School Boards Association (CSBA). Wiser in the ways of presenting facts to voters since the mauling public school advocates received at the polls when Proposition 13 was approved, CSBA already is moving forward to play a leading role in a developing coalition to thwart the destruction of the public schools. And NSBA, in its role as a nationwide clearinghouse of information on school governance, is establishing an advisory committee to counsel CSBA on plans formulated in other states for combating "voucher plan" and spending-limit initiatives that might seriously damage our public schools.

Certainly, school board members must be in the forefront of the emerging battle in California, and it's heartening that CSBA has resolved to lead the fight. □



The 1979 NSBA Convention won't be all fun and games.

No sirree, Bob, it sure won't be! For more than three decades, the educational programming of the Annual Convention and Exposition of the National School Boards Association has covered the subjects that school board members and school administrators need the most. And this year's convention will follow that tradition.

The 39th Annual Convention, to be held April 21-24 in Miami Beach, will offer dozens of opportunities to find new solutions and fresh approaches to old problems. There will be clinics, exhibits, special interest sessions, and nationally renowned speakers... speakers including



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lagniappe

Beef Encounters. If school administrators think they get slammed around a lot by school boards and the public, consider Ida Brown of Memphis. For a second time in six months, Brown was knocked out of her bathroom by a run-away meat truck. In her latest encounter, Brown was stepping into her bathtub when a truck owned by the Consolidated Meat-Poultry and Egg Company rolled down a hill and slammed into her bathroom wall. "I had one foot in the tub when the truck rammed against the wall and knocked me clean out of the tub," she says. According to the Associated Press, it was the same truck that only six months ago hit her bathroom and knocked Ida over the toilet.

Thanks, but. "If you can read this, thank your teacher." Bumper stickers and billboards bearing that message recently have popped up all over Maryland as a part of the Maryland State Teachers' Association \$38,000 media

campaign "to renew our partnership with parents." (If one can't read the slogan, whom should one thank?)

The modest media blitz on behalf of Maryland teachers also includes a catchy jingle: "There's a time in everyone's life when they need someone who cares/Someone to guide them, and to help them prepare for the world out there." The sentiment is fine, but the plural pronoun—they—is not. Picky picky? Maryland is not alone in its campaign to improve teacher's images. In New Jersey, the teacher union is spending more than \$250,000 this year in an effort "to cement ties between parents and teachers."

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coming

• 34th annual conference of Association for Supervision and Curriculum Development. For more information, write Sarah Arlington, A.S.C.D., 1701 K St., N.W., Washington, D.C. 20006. In Detroit, March 3-7.

• Legislative and policy action conference of Council of Great City Schools. For more information, write Sam Husk, Council of Great City Schools, 1707 H St., N.W., Washington, D.C. In Washington, March 4-7.

• Annual convention of National Association of Elementary School Principals. For more information, write Helen Dobrowolski, N.A.E.S.P., 1801 N. Moore St., Arlington, Va. 22209. In Washington, March 24-28.

• State/provincial school boards association conventions. For more information, get in touch with association headquarters in your state or province. Kentucky, in Louisville, March 3-5; Manitoba, in Winnipeg, March 22-24.

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MARCH 1979 / VOL. 166 NO. 3

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write us a letter

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Paperback savings

SIR: Your cost-cutting article (*One hundred ways to cut costs in your school system*, JOURNAL, October 1978) was ex-

cellent. As a former school administrator, I found the ideas most stimulating.

However, there was one glaring omission: the purchase of paperbacks (for instruction) rather than hardcover texts. Paperbacks are a fraction of the cost of hardcover books and a broad selection is available.

ADELE SATZ

Education sales manager
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Music story dissonance

SIR: The board of education and administrative staff of our district are concerned about inaccuracies appearing in Constance Kurz's article (*Cut Your music program? Sure—if educational dissonance is your objective*, December 1978). Alan D. Roselieb, who was quoted in the article, addresses the inaccuracies in the following letter. The board and staff agree with Mr. Roselieb that the false implications in the article are far-reaching.

ARTHUR C. WISCOMBE
Superintendent
Grade School District 58
Downers Grove, Ill.

SIR: My comments to Ms. Kurz, related to her in a telephone conversation, were taken out of context and reported in her article with substantial inaccuracies. Her reference to the budget cuts is correct in the general amount (\$400,000), but she erroneously stated that these cuts applied totally to the "elementary and junior high music programs." She failed to mention that the general music program was retained, falsely stating, "The music program in these grades (involving 600 students) was completely dropped, and half the music faculty was

laid off, although high school music was retained." In my comments to her, I was very specific concerning the nature of the budget cuts and the differentiations between the instrumental and general music programs as well as staffing implications for each.

While her comments about the board's role in establishing (or, as I said, cooperating with the establishment of) a tuition-based music instruction program are at best an oversimplification of what actually transpired, her reporting of the participation is totally inaccurate: "Participation in the 'pay-to-play' program is running one-half to two-thirds below normal, and the school board's decision has been met with much public outcry." What I stated to her was, in fact, that the student participation is running from one-half to two-thirds of last year's instrumental enrollment *and* that I was genuinely appreciative of the efforts of the school board, administration, and our concerned parents of the Junior Music Association in behalf of the establishment of a tuition-based alternative instrumental program to offset the impact of losing our board-supported instrumental program. Ms. Kurz left her readers with the implication that there has been a public outcry over the board's decision to cooperate with an alternative tuition-based instrumental instruction program. Such an implication is totally false and most unfortunate, especially considering the potential influence this article might have upon other boards of education facing similar financial crises.

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THE AMERICAN SCHOOL BOARD JOURNAL

If nonvoters ever get a leader, watch out

By Jerome Cramer

As politicians, school board members may be acutely aware of the 70 million nonvoters in the United States. After all, elected school board members know—or should know—how to sniff out the few voters who do bother to cast ballots for school board contests, and Machiavellian board members might even have found a way to use nonvoters to help win elections.

Arthur T. Hadley's *The Empty Polling Booth* is a brief, readable and fascinating look at nonvoters—who they are, why they don't vote, and what might happen to America if they did.

Perhaps the most startling finding Hadley offers is a debunking of the stereotype of the nonvoter as "Boobus Americanus." In fact, with some slight tilt toward being poor, black, uneducated and cynical, nonvoters are very much like those who regularly cast ballots each election day. (In fact, one of the fastest growing groups of nonvoters is made up of wealthy and educated young people.) The only major difference Hadley could find between voters and nonvoters is the latter's overriding belief that luck rather than planning shapes their lives. Hadley says that 64 percent of nonvoters believe that regardless of who is elected to public office, luck will control the course of human events.

Hadley finds this cynical attitude dangerous: "Nonvoters tap our political system with an explosive mass, waiting for some trigger to change the course of history." He explains: "Voters by their nature and by the act of voting have made a commitment to a party, a cause, an idea. They make basic shifts in al-

Jerome Cramer, managing editor of the JOURNAL, once served as press secretary in a congressional campaign; less than half the voters showed up at the polls.

The Empty Polling Booth

By Arthur T. Hadley
179 pp. Englewood Cliffs, N.J.
Prentice-Hall. \$8.95

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liances slowly, if at all. Nonvoters . . . hold no such convictions. They can shift their views or form alliances suddenly, dramatically. Because of the present large pool of nonvoters, the future of our country could substantially change in any coming election."

In conducting this research on the nonvoter, Hadley joined forces with Robert Teeter, Richard Nixon's former pollster, and together they found that it was not issues that would bring nonvoters back to the polls. What this mass of 70 million is waiting for, Hadley says, is a politician, a leader they can trust. But too many politicians already understand this popular desire for pleasing personalities. The result: A depressing trend that has politicians concerned with improving images while ignoring difficult problems.

The danger of voting for personalities (as recent history has shown) is that our large block of nonvoters could flock to a demagogue who appeals to the raw and hidden nerves of the population, a demagogue who promises relief from the hard and realistic choices that most elected officials understand are the real tasks of political leadership.

Perhaps the most fascinating portion of *The Empty Polling Booth* is Hadley's discussion of democracies and how they

operate with only a few citizens voting. Hadley points out, for example, that America is politically more stable than is Italy, even though 54 percent of eligible Americans recently bothered to vote as compared to Italy's 93 percent who regularly cast ballots. A large percentage of voters, therefore, does not necessarily make for enlightened political leadership.

Hadley points out, in fact, that "smart politicians" have taken polls to help win elections with small voter turnouts. (He mentions the case of a group that wanted to pass an open housing law in a particular community. After the referendum was defeated on the first ballot, the group took a poll and discovered that, in general, males were against the law, females favored the law, but also that a substantial number of males traveled or were inclined not to vote during the middle of the week. The group petitioned to have the election with the open housing referendum held on a Wednesday. The result: A large number of females voted, a smaller number of males voted, and the referendum passed.)

The author does not pass judgment on enfranchisement. Instead, Hadley suggests that the voters—turned off by the poor leadership of professional politicians—should be given the chance to vote for fresh faces and candidates who have not been corrupted by "the system." To accomplish this end, Hadley would like to see elected officials serve no more than eight years with a forced four-year retirement before they could reenter political life. As Hadley points out, nonvoters are not fools; they're just sick of the senators and governors and congressmen who rake us over with their dumb or self-interested decisions—and then turn up on election day asking for our votes so they can get back into office and do it to us again. □

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Flexibility is essential if schools are to respond efficiently to changes in enrollment, cuts in budget, and new developments in teaching techniques. The right ideas and equipment can increase the versatility of existing space and programs. What follows are some of the possibilities.

Gymnasiums. A "shell system" (sets of wall panels assembled on tubular steel framing or attached to rollaway frames) can turn a gymnasium into a performing area. The shell surrounds instrumental or vocal groups to give both visual and sound control. Features to look for: tiered steps, canopy angle adjustment, and easy disassembling panels that can be stacked with legs removed or nested with legs left on (folded, the panels roll through standard doorways to storage).

Portable stages that set up in the gymnasium could be the answer for special events. Components can be arranged in many depths, lengths, and elevations and can be used for extension of a permanent stage, for runways, as ramps leading to a stage or for a theater-in-the-round. Storage trucks make handling and moving easy. Accessories include stairway systems, back and side railings, closure panels. Indoor-outdoor portable staging also is available, some with adjustable height framing.

Auditoriums. The auditorium that

For valuable technical assistance in the preparation of this article, the JOURNAL is grateful to the following companies: Broadhead-Garret, Cleveland; The Macton Corporation, Danbury, Conn.; Modernfold, New Castle, Ind.; Toledo Metal Furniture Co., Toledo; and the Wenger Corporation, Owatonna, Minn. For more information, please check Classroom Equipment/Furniture, on the reply card facing page 58.

can be divided and frequently used is more practical than the conventional auditorium that is empty most of the time. The divisible auditorium not only can provide several classrooms, smaller meeting areas, lecture halls, or theaters for student use during the day, but may encourage community use of the facility for adult programs.

To divide auditoriums, operable walls can be tracked into a variety of shapes and sizes. Also, structural turntables can be used as the base for seating areas enclosed by semicircular walls; if the full auditorium is not needed, the turntables revolve 180 degrees to face the seats toward smaller auditoriums with their own unique visual and acoustical characteristics.

Business education. Secretarial training desks, besides being offered in several sizes, can become L-shaped with either left-hand or right-hand extensions (and switched if necessary) or Z-shaped with two typing wings. Heights are adjustable; "electric legs" can accommodate electric typewriters; drawer/file units can be added or subtracted. Other options include modesty panels, book racks, lock boxes. Bi-level tables support business machines and calculators and provide a work surface as well.

Industrial arts. A mobile, self-contained work and tool center can give students a variety of experiences in working with wood, electricity, metal and plastics. The unit can provide space for hand and power tools, and has side panels with attached legs that can be turned into work-station tables. Some of the mobile shops, equipped with the basic hand tools, are designed specifically for the elementary level—to introduce young children to industrial arts and crafts.

Science. A portable laboratory bench can turn any classroom into a science lab. One self-contained unit comes equipped with fresh water, hand pump faucet, stainless steel sink and waste cans, tote trays, and aluminum vertical and cross rods. Portable demonstration carts and enclosed laboratory cabinets with flip-up work-surface extenders can be shared by science teachers and students. Some mobile storage units can be outfitted with kits for teaching special science units such as electronics or optics.

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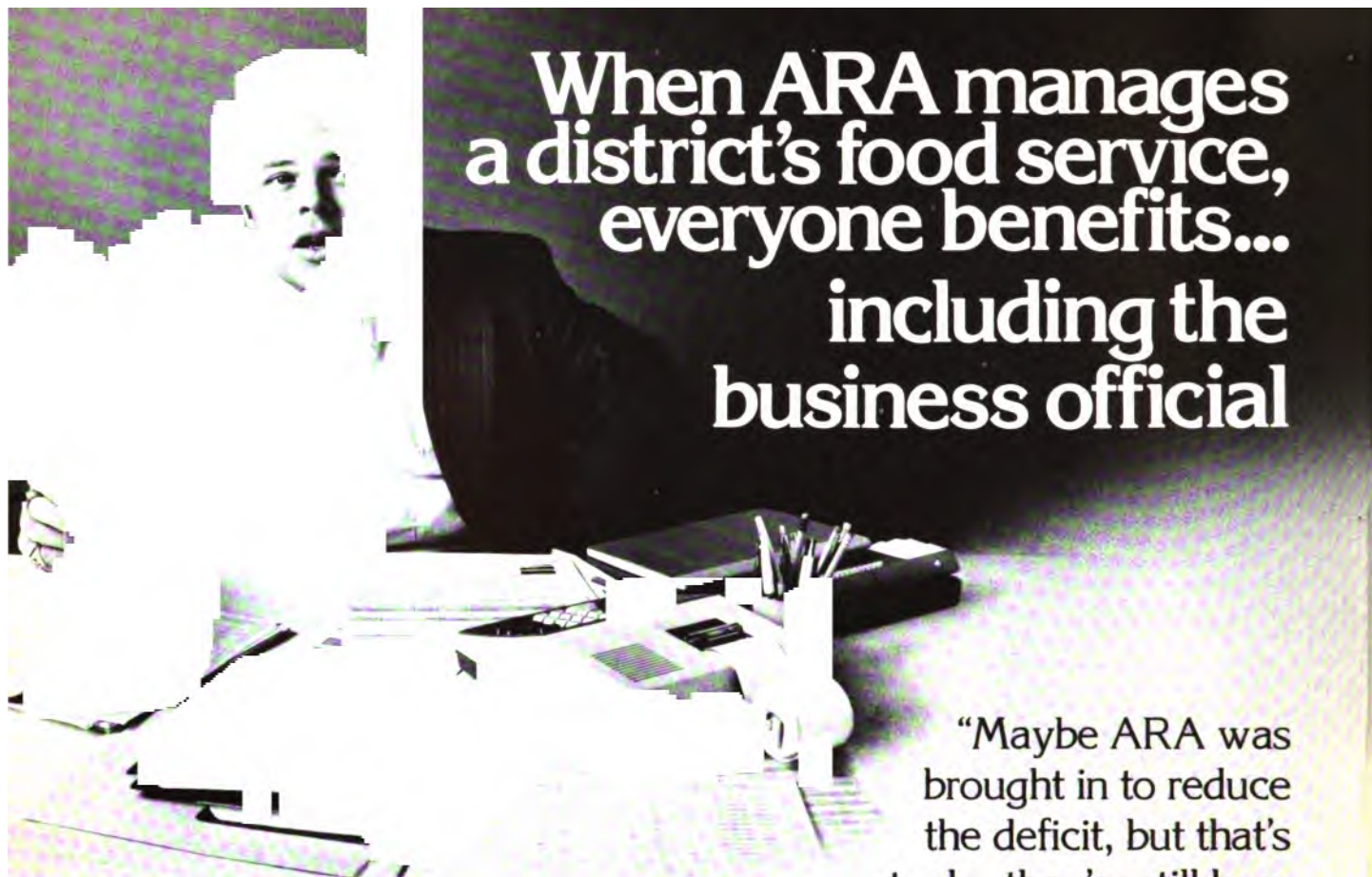
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the Journal adviser what would you do if . . .

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What should you do?

- A. Fire the principal. Cigarette eating? Come on.
- B. Back the school principal because his authority and the morale of school employees will suffer without the board's full support.
- C. Obtain expert medical advice on the potential harm of eating cigarette tobacco and then make a decision.
- D. Hold a hearing in private on the merits of the principal's actions. Make your response based on evidence and recommendations presented at this hearing.

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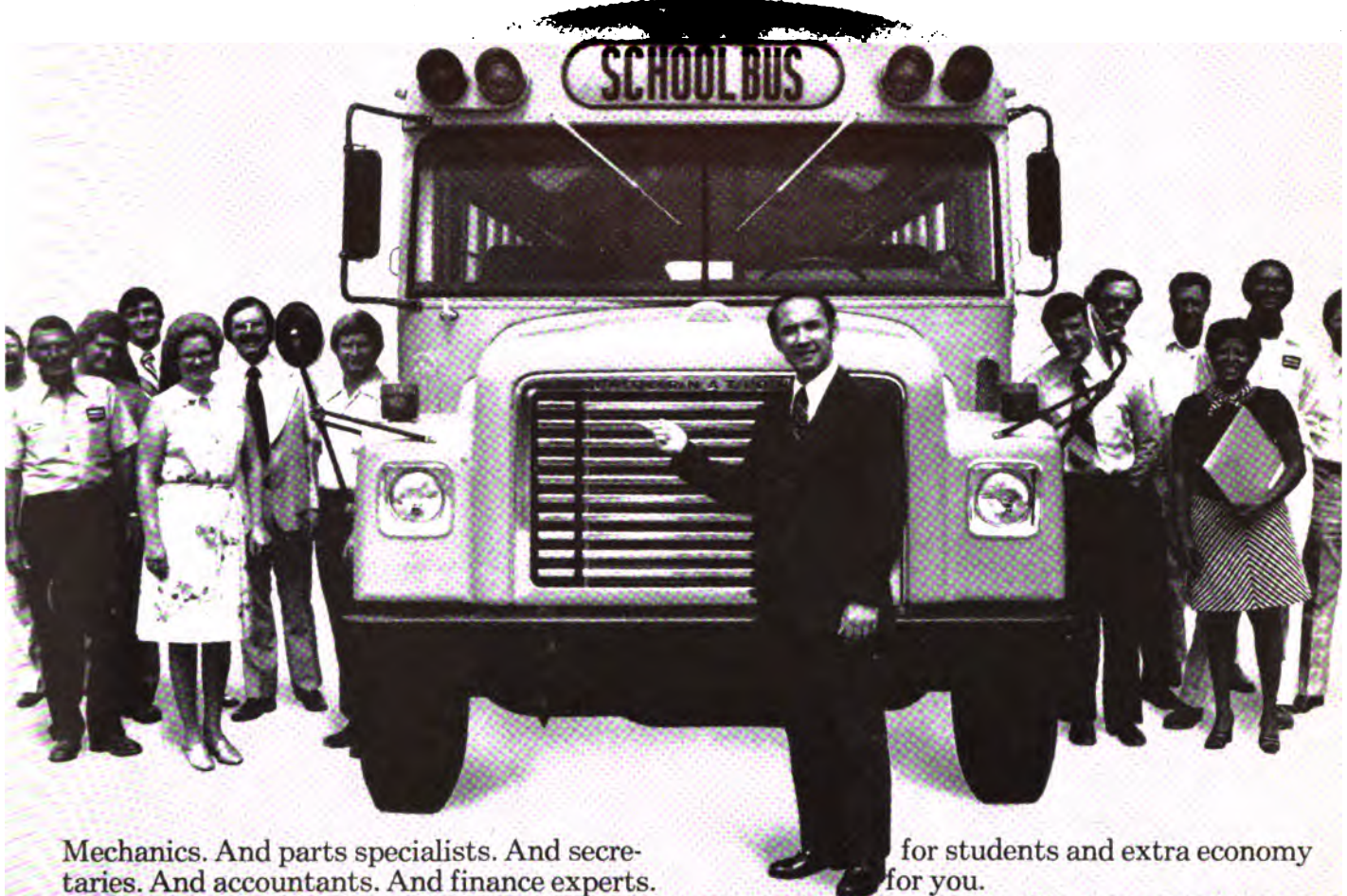
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THE ANSWER: D. No person should be condemned unheard, therefore your best choice is D. And you'll want to get everything out of the carnival atmosphere, so, by all means, hold a formal hearing. Though your first instinct might be to fire him—or back him 100 percent—this can wait until all sides of the case become clear during the hearing. Calling in a doctor would be jumping the gun.

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journal after the fact



Board members still view politics gingerly

On page 36 of this issue of the JOURNAL, James R. Riggs, president of the Indianapolis school board, says that for school board members to wield any real power they should learn to imitate the ways of savvy politicians. A survey of school board members taken at the 1978 convention of the National School Boards Association reveals that school board members may indeed be politicians, but many still are reluctant to view themselves in light of political realities. What's more, this "nonpolitical" attitude is much stronger among male board members than among females who serve on school boards.

At the 1978 convention, 1,000 school board members were asked whether they thought a school board should be like a legislature (acting to create policies through open debate, overseeing implementation of policies, and acting as a spokesman for the voters) or whether it should work like a corporate board of trustees (setting up general goals, periodically reviewing with staff the status of the institution, and always working as a team to support the institution's work). A majority—56 percent—said they favored the corporate model and would rather take a more passive and less political role in the operation of public schools.

According to prior research, however, the number of board members who favor the corporate trustee role now is shrinking—in part because of the growth of the number of women who seek service on school boards. For example: Research gathered at a 1975 N.S.B.A. convention shows that women board members defined their roles as including "hearing complaints and griev-

ances of parents" and "maintaining contact with state and federal legislators" much more frequently than did their male counterparts. That is, women school board members tended to see themselves as having responsibility for representing their constituents and for contacting other public officials as a part of their school board roles. This 1975 survey showed that men, on the other hand, were more concerned with items such as school budgets and the financing of new school buildings.

The same survey revealed that women board members tended to describe their school boards as legislative bodies rather than corporate models, and that members of special interest groups would frequently contact *female* school board members.

The fact that women board members tend to define themselves as politicians should not surprise many readers. After all, women have had to work harder, longer, and smarter than men to reach elected positions of authority. As other surveys have found, a large number of

school board members first became interested in the position only after they had been contacted (or tapped for service) by a present school board member. In other words, becoming a candidate in a school board election often is like becoming a member of a fraternity—one becomes visible and active in the community, and then one is asked by a present board member to become a candidate. And the 1978 survey shows that school board members usually win their elections (even where contested) by large margins, so it seems that being invited to run is all-important. Because school board membership has been primarily a male club until recently, breaking in has required that women candidates become tough and savvy politicians who can learn to fight effectively.

The complete survey of new school board members—how they become interested in school board service, how they campaign for office, and how they learn to function as board members—will be published by the National School Boards Association soon.

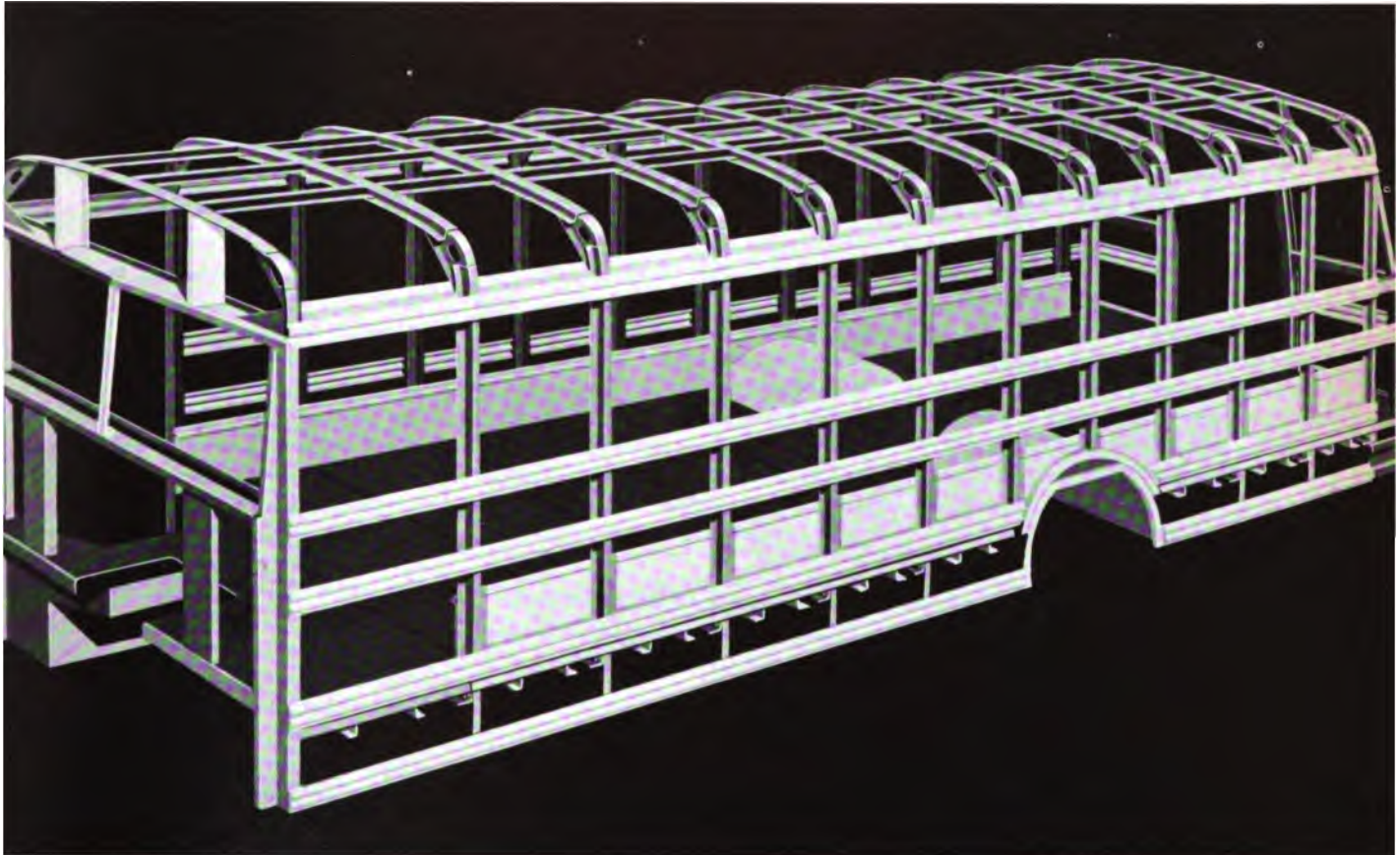
Will students fail 'leisure'?

If you thought the back-to-basics and minimum competency movements meant that every student should be able to show he knows how to read, write, balance checkbooks, and fill out forms properly, the Maryland State Board of Education would urge you to broaden your thinking. The board has added another category to its list of competencies that each student must achieve before graduation: leisure.

Maryland students already must pass a functional reading exam before graduation (a math exam is in the pilot stage), but by 1982, they'll also have to show they know how to have fun. It's all part of a move to expand Project Basics, the state's effort to ensure kids can do all the things the adult world expects of them. While this program of basics and "survival" skills parallels other states' efforts, Maryland would become the

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first in the nation to establish a competency requirement for leisure. "What we're doing is making a mandate from the state level that participation in arts, crafts and physical education represent things which all schools should be concerned with in order to mold well-rounded kids," State Superintendent David W. Hornbeck told reporters.

Although a determination has yet to be made on how to judge competency, pencil and paper tests aren't likely to be used, according to one state official. Students probably will be required to participate in some kind of organized activity at school—a sport or a club. The state board will not mandate spe-

cific activities, but will suggest ways local schools can help students "make constructive use of their leisure time, getting them away from their television sets in such a way to give them a fuller life," the Maryland official said. The overall goal of the program is to instill within students an understanding of the need for physical fitness and of the role of arts in society.

The board adopted the idea 7-2, after receiving a study on the topic, although one dissenting board member equated the program with Social Security and welfare: "Good ideas, really, that go bad when injected with frivolous matters." The director of Project Basics ac-

knowledge that the competency tests for leisure activities might mean an increase in courses such as paper sculpture, pottery and singing. Baseball, football and other competitive sports will be downplayed in favor of lifetime sports such as swimming, hiking and jogging.

While liberals might side with State Superintendent Hornbeck who refuses to accept the notion that arts and sports represent frills, and conservatives might condemn the whole idea as wasteful, our concern is for that student who, sometime in the future, must face the embarrassment of being labeled a failure in leisure.

Team up with unions to treat alcoholism

"Every once in a while we'll uncover someone with a serious drinking problem, but we always deal with that person on an individual basis. Occasionally, we may have to fire an employee, but it doesn't happen often enough to warrant our developing a districtwide alcoholism program." That's what one school official told us some time ago and his attitude toward problem drinkers was fairly

typical (see, *The alcoholics on your staff: How to find them, how to help them, and why you'll profit from doing both*, JOURNAL, August 1977).

Lateness, absenteeism, accidents and disruptions on the job, reduced productivity and eroded labor-management relations don't show up on your school system's balance sheet, but these hidden costs of employee alcoholism neverthe-

less can give you financial headaches: How many alcoholics have you forced into early retirement?

Let's disregard the statistics for a moment (they show one of every 13 American adults to be a heavy drinker) and take a look at a new Department of Labor study. What's remarkable about the study is not that it found that treating alcoholic workers pays off in job retention among workers who need their jobs most (which it does), but that it's possible for several employers and several unions in one community to set up a cooperative treatment facility and receive encouraging results.

The Labor Department and the National Institute on Alcohol Abuse and Alcoholism jointly initiated the project in Baltimore in 1972 through a grant to Johns Hopkins University. Twelve government and private employers and 14 unions representing the workers of the participating employers (with a combined work force of 134,000) established a job-based referral system and outpatient clinic called the Employee Health Program (E.H.P.). Key to the project was the interest of Maryland Blue Cross, which offered to subscribers health insurance that covered outpatient alcoholism treatment under E.H.P. (Several state legislatures recently have mandated coverage of alcoholism by health insurance carriers within their states.)

One goal of E.H.P. was to determine whether labor and management would sustain such a program after federal funding ceased. (The Baltimore program still is going strong.) The biggest hurdle to leap, however, was right at the

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start: Labor and management had to agree that alcoholism was a treatable health problem. With that accomplished, E.H.P. based its approach and organizational structure on three basic assumptions:

- Alcoholics who will not seek treatment on their own must be persuaded to do so—even if this means threatening them with job loss.
- Labor and management are likely to find and help a greater number of

hidden problem drinkers by operating a program that combines in one agency all the services needed.

- Many employers and unions combined will be able to sustain such a program and deliver better care than programs sponsored by individual companies and unions.

The main feature of E.H.P. is that it tries to organize everyone—family, friends, boss, co-workers, community agencies, clergy and physician—to help

the alcoholic stop drinking. This approach combats the fear that many teacher unions have of alcoholism programs that permit an individual supervisor to call a teacher into a conference and tell him his job performance is below par. The real key to success for an E.H.P. program in a school is to enlist union leadership. Including health insurance coverage for alcoholic staff may be the right enticement.


Of course, you can't go it alone. You must count on the cooperation of private industry in your area. For more details of the study, read the 176-page report, *Workers Who Drink*. It's available for \$16 from Lexington Books, D.C. Heath Co., 125 Spring St., Lexington, Mass. 02173.

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Skiing school

For much of the winter, Yellow Pine, Idaho, is cut off from the outside world. Citizens live without television or telephone, and when snows fall, supplies reach the town only by ski-equipped planes or by snowmobiles that make a difficult 69-mile trip from the nearest paved highway. Winter life in Yellow Pine can get downright quiet.

But teacher Bill Erickson added a healthy splash of excitement by proposing that his school children take part in a grueling 10-mile ski race. According to an article in *The Washington Post*, Erickson had the enthusiastic school children practicing for the race by skiing from three to six miles a day. Most of the children had never been on skis until Erickson proposed the race as a way to "relieve the boredom" of the long winter months.

When Erickson suggested the race to school board members, they eagerly agreed with the idea, as did "the hardy band of gold and silver miners, cattle ranchers and outfitters for bear and deer hunts who make their home" in the mountains. Some people complained that staging such a taxing race might amount to child abuse, but the criticism was rare. Erickson kept the entire state of Idaho abreast of his plans by writing letters (which are carried out of Yellow Pine by snowmobile) to the editor of the state's major newspaper. Said Erickson: "This is the kind of test of will that the children will always remember. The dark green of the firs and pines in the

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cold, white snow really invigorates the spirit. The only sounds you hear are the Clark's Nutcracker, Stellar's Jay, Juncos, the swirling of mountain streams and the swish-swishing of your skis."

Erickson's apparent love of the countryside may be the zeal of a convert, because less than two years ago he was a science teacher in a school in an affluent Minneapolis suburb. Now he is the only teacher in Yellow Pine's one-room school, and he loves the job: "It sure beats driving to work in the city. I get to

ski to work and I am even my own janitor. I sit by the wood-burning stove in the school at night and hear the owls hoot and think how lucky I am."

When Yellow Pine recently grew to a town of more than 60 people—due to increased mining activity and the state's population boom—citizens looked for a teacher and eventually welcomed Erickson, his wife and two children, by renovating and furnishing a rent-free house. "Townpeople also cleaned the school, paid for new textbooks, and

even polished the school's 250 pound brass bell," said the *Post*. "After the ski race was announced, the villagers made and sold Christmas wreaths to pay for sweatshirts for the school team. Other residents volunteered to stand—on skis or in snowmobiles—along the course of the race, which follows much of the East Fork of the Salmon River."

Maybe that's what people had in mind when they first talked about local support for public schools.

Computer jams clear writing 'trend'

Lame duck Education Commissioner Ernest Boyer received some favorable press recently when he conducted a class for petit bureaucrats in the seemingly arcane art of writing comprehensible English. The good news continued: We found out that the inimitable Occupational Safety and Health Administration (OSHA) had condensed a ream of fire regulations into a single page with this succinct message: Get out of the building. Next, we studied the new Ele-

mentary and Secondary Education Act, a 137-page document, and learned that school administrators will be spared from a good deal of the paperwork they've had to pore through in the past.

Could this be a trend? Will regulations writers start to pen precise prose? Will the *Federal Register* read like a Hemingway novel? Will paperwork requirements become a tolerable task for school officials?

No. Why? Here: The Basic Educa-

tional Opportunity Grant (B.E.O.G.) form that all students seeking federal financial aid must fill out is so complex that the two-page form requires seven pages of instruction. The computer H.E.W. plugged in to catch cheaters has rejected many—perhaps thousands—of students who might have incorrectly filled out the form. Not to knock the computer: H.E.W. boasts that the computer saved \$300 to \$500 million last year. But college admissions officials claim as many as half of those who applied for aid and were rejected actually were eligible—and that's about 250,000 students.

One person who found the B.E.O.G. form a bit much was Marilyn Nixon, 24, of Kansas City, Mo. Nixon filled out the application five times before she received the same kind of \$481 grant that she had received the previous semester. She told *The Washington Post* that H.E.W. sent her application back to her last March because she hadn't checked a little box on one page that authorizes the release of certain information to other aid agencies.

She checked the box and sent the form to H.E.W. again—and received it back again with a list of half a dozen errors she had made in noting her taxable, nontaxable and adjusted gross income. She sent the form in again and, sure as a yo-yo, it came back. "This time there was a letter with a long list of things that might possibly be wrong, but it wasn't specific about my form," she told the *Post*. "I redid it again and it was wrong again."

She found the toll-free number for the B.E.O.G. processing center and reached an official who helped her fill out the application line-by-line. This past January, nearly one year after she applied to



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renew her grant, Nixon finally received her \$481.

Not everyone is so persistent as Marilyn Nixon. It's likely that a large number of grants applicants who were rejected actually might have been eligible.

This burdensome form can hurt lots of folks: The least sophisticated kids who think that the government is always right; the community colleges that depend heavily on students who receive financial aid; and the public school that

likes to see as many of its students as possible continue their education.

H.E.W. Secretary Joseph Califano Jr. has ordered that the form be modified in ways that will not decrease the accuracy of the data.

California's tax cut hurts the poor

Last September, the JOURNAL took a close look at the effects of Proposition 13 (which dramatically lowered property taxes) on public schools in California. The article was written, however, before the school year had started and the full

impact of the cuts had been felt. Wilson Riles, state superintendent of schools in California, recently spoke to the editors of *Scholastic Magazines* and offered an update on Proposition 13's impact on public education in the state.

According to Riles, among the greatest problems facing the state's public schools is employee morale. Since the law's creation, more than 11,000 school employees have been fired, mostly "teacher aides, maintenance people, transportation people and secretaries," he says. In addition, "districts gave supervising professional staff part-time teaching responsibilities, thus combining jobs." On top of this, salaries were frozen, and in essence, Riles says "school personnel absorbed the lion's share of required cuts."

What concerns Riles is that the cuts in funds have raised inequities in the kinds of education children in California now are receiving. "For example, last summer a number of parents who wanted summer school classes for their children made their own arrangements and donated their own private funds (upwards of \$150 per child). This was great for wealthier families, but what about families who couldn't afford \$150 for each of their children?" The same kind of problems also have surfaced as a result of cuts in transportation programs. Riles points out that children from poor families probably need those services the most.

For school board members, Riles warns that cutbacks in school maintenance may be costly. "Any businessman will tell you that if you don't keep up the maintenance on property, repairing the resulting deterioration will cost more in the long run." But not only will buildings deteriorate: "It is unfair to expect employees to absorb all the costs of inflation. Low employee morale and employee/employer conflicts could be more costly to the taxpayers in the long run."

While Riles is a long way from viewing a silver lining in this rather gloomy post-Proposition 13 look at public education in the state, he does point out some encouraging signs. "In our elementary schools we already have more than 200,000 parents who volunteer to assist in the classroom on a regu-

(Continued on page 53.)

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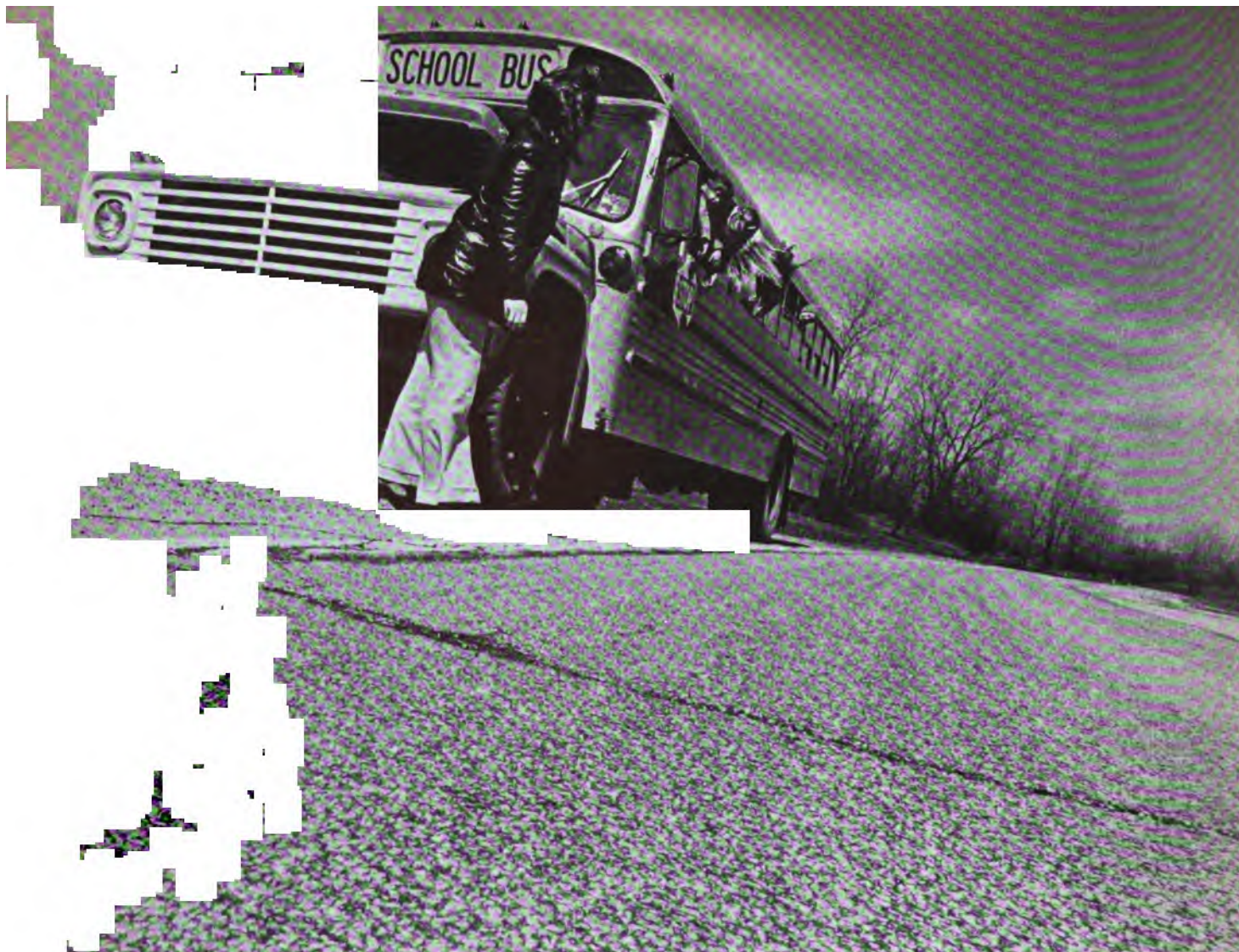
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Superintendents are benched when they make these *avoidable* mistakes

By Carroll Johnson

SUPERINTENDENTS are leaders, destined to succeed or to fail according to how they handle the challenges of leadership. And when a superintendent does fail, school board members (and other superintendents) need to examine the reasons for that failure so that past mistakes are not repeated by the future.

What follows are case histories of four prototypical superintendent failures. They are *simplified* examples that emphasize a few elements that can lead to failure (reality is always far more complex). The fictitious superintendents involved are purely that—fictitious. The only experience I draw on heavily is my own. (I have made more of these mistakes in my career as a superintendent than I care to admit.)

Case number one:

John Roland was the favorite son of his school system. After 15 years as assistant superintendent, he and the town of Tanville knew each other well. Roland shared the credit for the schools' excellent reputation. He often was sought by the community as a public speaker, and was well-liked through-

out the entire school system.

An introspective, thoughtful educator, the superintendent particularly appreciated Roland's loyalty. He knew that he owed a great deal to Roland's public relations efforts; not once had Roland undercut or upstaged his boss. When the superintendent retired, he suggested that the board seriously consider hiring Roland as his successor. The board saw obvious advantages to Roland's candidacy: A search would be costly and time-consuming; Roland could be had for less than the going salary for a superintendency in a school system of Tanville's size.

Roland accepted the superintendency and was pleased with his new status. The school system's employees were gratified because of the relaxed atmosphere of Roland's administration and because of the quick understanding reached in contract negotiations.

If these case studies sound familiar, make changes quickly.

Roland believed that the board should have all the facts before it reached decisions, and he was careful never to prejudice those decisions with his own opinions. Soon, the board found itself acting in the role of superintendent, while Roland continued his public relations role. He used his time answering telephones, shuffling papers, and saying good things about the schools. The schools gradually lost their reputation for excellence as Roland lost Tanville's affection and respect. After eight stagnant years, he resigned and the school system he bequeathed to his successor was mediocre at best.

John Roland's is the most basic type of failure, as well as the most insidious. Quite simply, he refused leadership. He wanted the status of the superintendency, but not its responsibilities. No successful superintendent tries to alienate people in his community or employees of his school system, but hard decisions must be made, employees occasionally fired, and viable contracts negotiated. Roland was unable or unwilling to accept those responsibilities.

His relationship with the board is another instance of abdication of responsibility. As the chief administrator, his role was to present the board with plans for the schools. The board makes policy; it shouldn't have to enact that policy. The board members made a mistake

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DO NOT NECESSARILY REFLECT POSITIONS OF THE NATIONAL SCHOOL BOARDS ASSOCIATION.

when they tried to minimize the effort and expense of obtaining the best possible superintendent. They paid for it later.

Roland was a good man, but not a leader. His good qualities shielded his shortcomings and enabled him to remain in a job for which he was unsuited. The students of Tanville were the losers.

Case number two:

Gene Brock felt keen anticipation when he accepted his first superintendency. The board hired him on a 7-2 vote, and with the same vote gave him a mandate to integrate the schools. Brock had entered education with the hope of being able to effect such changes and now he had his chance: Without wasting any time, he prepared a plan to ensure approximately the same racial balance in each of the city's schools. Despite vigorous protests of neighborhood leaders and the alienation of two board members, Brock was secure in the knowledge that his cause was just. He even took a certain pleasure in flatly refusing to discuss with a powerful neighborhood leader the rezoning's effect on the leader's child. Brock believed what was just for the average man was just for the powerful.

The conservatives on the board won two additional seats in an election and the polarization of board and community was intensified—but Brock still had a 5-4 majority behind him. He was so confident of the justice of his plan that he took a long-deferred vacation with his wife, and missed the disturbance that ensued when busing began in the fall. When criticized by the board for his absence, Brock remarked generally on the incompetence of his subordinates in implementing his plan and the need to eliminate this deadwood that had been hired by the previous administration. Rumors about his comments spread quickly through his staff, causing uncertainty and some strong feeling against him.

At a professional conference in the winter, Brock made loose comments about reactionary board members and word of this made its way back to his district, further entrenching the board's minority against him.

The next spring, another board seat became vacant and Brock actively campaigned for one candidate, attacking the conservative board members and



“their” candidate. Brock’s candidate lost, however, and Brock was fired on a 5-4 vote. He had few regrets, because he knew he had been right.

Gene Brock was an idealist who had not yet learned the practical necessities of leadership. His goal was to integrate the school system, and he failed. His abruptness, lack of diplomacy, and failure to compromise contributed to a backlash that doomed his own efforts.

A good leader does not impose a direction on his constituents: He leads them a little further than they would otherwise go. He understands the constraints on his power and works toward difficult goals gradually, realizing that otherwise they might not be obtained at all. Brock lost sight of his goal. He confused *being right* with *achieving what was right*. His single-minded fervor kept him from seeing that it’s possible to do the right thing the wrong way. His self-righteous attacks on his board only harmed his purpose.

With time, Brock might become a *pragmatic* idealist. He might learn to deal with issues, not personalities. He might learn that issues can be resolved but personality clashes leave scars.

By impugnig board members’ motives, Brock created unnecessary enemies. His first task should have been to gain the confidence of the board; instead, he aggravated the board’s division. That was his fatal mistake. Also, he was negligent in leaving his district at a crucial time, and compounded that negligence by criticizing his staff rather than accepting responsibility.

Case number three:

Patrick Lance had been assistant superintendent in a major northeastern city before he accepted the superintendency in Franklin, a moderate-size city in a nearby state. Lance had a reputation for being bright and aggressive, and

from the beginning he suspected that the new system was just too minor league for his style.

His board was slow off the mark and after several months of explaining the obvious, Lance grew impatient. He failed to keep the board informed about some unfortunate incidents in the schools, which the board later heard about from members of the press. When called on the carpet, the board president felt foolish not even knowing what had happened, and Lance felt foolish trying to explain why the president hadn’t been told.

But Lance’s problems did not end there. He didn’t trust his business manager, and insisted on handling the budget on his own. The school system was dependent on the city council for approval of the school budget, but Lance made the mistake of assuming this approval was pro forma and he didn’t adequately document the system’s needs. The council cut his budget, and the president of the council went on record in the newspaper explaining why—it all boiled down to being the superintendent’s fault. The community and the board turned on Lance and he knew he was in trouble.

He decided to play the next issue—teachers’ contract negotiations—the board’s way. He knew that the community and the board were fiscally conservative, so he thought it politically advisable to hold the line on teachers’ salaries. A strike resulted, and Lance’s firmness initially received support from the board and the press.

The tide turned, however, when the strike leader documented to the press that the figure the teachers had asked for was slightly below that being approved in surrounding districts. Lance had not researched this, nor had he ever encouraged his staff to do anything but agree with his decisions. In the final outcome, the board was forced to give in to the teachers. Lance was encouraged to look for a job elsewhere.

Patrick Lance was fired because of poor management practices. He got off to a bad start by assuming that he could devote anything less than his full energy and attention to the superintendency of Franklin. Such arrogance is a personality problem that often limits or destroys careers. It led Lance to underrate his board by failing to keep members informed—one of the most common rea-

sons superintendents are fired.

Lance's egotism also led him to surround himself with yes-men. Lance seemed to believe he was infallible. He had not learned the necessity of delegating authority and he lacked the ability to accept and respect his subordinates' ideas. By discouraging disagreement, he cut himself off from information essential to making informed decisions.

His failure to present an adequate budget simply was bad management, as was his poorly documented recommendation to the board on contract negotiations. He did not do his own homework and handled his staff so poorly that they did not do theirs. Though Lance was fired for bad management, his failure was rooted in his personality.

Case number four:

Benjamin Matlock was an Ivy League Ph.D. who had made his mark in a small, wealthy New England school district. He had taken the innovative educational theories he had advanced in leading journals and successfully applied them in his district. They had been labeled "The Matlock Plan" by the press, and his system became a national showplace.

Centerville, a city undergoing rapid growth, established a blue-ribbon panel that chose Matlock as their new superintendent. His arrival was heralded by the press and Matlock realized he had become one of the nation's most famous educators.

But he was surprised to discover that Centerville was a city of powerfully entrenched interest groups. When his predecessor offered to take Matlock to meet civic leaders, Matlock balked. He found the idea of back room meetings distasteful and resolved to avoid involvement with politics-as-usual in Centerville. He relied on his personal reputation to generate popular support that would allow him to cut through red tape and circumvent the bureaucracy.

Ignoring advice from his predecessor and calls from the civic leaders (he labeled them "the bosses"), Matlock began to formulate plans to bring Centerville's schools into line with his theories. His assistant superintendent stepped in to fill the gap as unofficial liaison between the civic leaders Matlock had snubbed and the board of education. Matlock was basking in interviews with the national press while his

assistant was undercutting his position in a thousand little ways.

When Matlock presented his completed plans to the board, he first encountered hesitation, then outright opposition. Angry that his plans were thwarted, Matlock went public with his complaints against the board. But Matlock had failed to establish roots in the community. His complaints barely made the front page, and one editorial even labeled his behavior as "demagogic."

Frustrated and depressed, Matlock remained in Centerville only a year before accepting a consulting job with a national management organization. His assistant was appointed superintendent.

Benjamin Matlock's story has some similarities to those of Brock and Lance. Like Brock, he was an idealist, and like Lance, he was an egotist.

Matlock attempted to ignore the political realities that influence a superintendent's work, not only because he found them distasteful, but also because he thought himself superior to them. He began to believe his own press clippings, and his sense of self-importance grew larger than his sense of reality. His na-

tional reputation led him to give diminished attention to the local scene.

This illusion of power caused him needlessly to offend civic leaders and create obstacles to his own success. His failure to develop local roots and to make appearances and become active in organizations compromised his position. In Matlock's case, this "invisibility" was only part of a serious neglect of public relations. Matlock would have engineered his own failure, even without his assistant's help.

In all four of these case histories, I have attributed responsibility for failure to the superintendent. Though being fired is not synonymous with failure and holding a job is not synonymous with success, a superintendent usually bears much of the responsibility for being fired. True, boards make mistakes and sometimes community situations do become intractable, but if a superintendent has not influenced his board and his community, he has not been doing his job well. When superintendents accept their appointments, they accept ultimate responsibility. They know the buck stops with them, and would not want it otherwise. □

And now: why superintendents *succeed*

"Leaders are born, not made" may be an old saw, but don't believe it. As you will see from the case histories in the accompanying story, personality might play a large role in a superintendent's failure (or success), but there are other skills that any superintendent—or school board member—can learn to help avoid professional pitfalls.

Consider this: *Two-thirds of a superintendent's job is knowing how to make effective use of his staff.* The essential ingredients of making that portion of the job work:

- choosing good staff;
- trusting the people you have chosen;
- delegating authority to them;
- holding them accountable;
- giving them credit.

While holding his staff accountable, the successful superintendent also knows that the ultimate responsibility for failure is his—no matter how generous he is in extending to others the credit for success. Equally important traits—and they *can* be developed—are thoughtfulness and foresight that aid the superintendent in anticipating and avoiding troubles before they occur. But superintendents should remember that it is the experience of possessing only limited power—while accepting full responsibility—that is the mark of a good superintendent and mature leader.

Though these descriptions may seem too good to be true, I have known more men and women who fit them than who fit the four descriptions outlined in the accompanying story.—C.J.

One more reason for superintendent failure: naivete

By Superintendent Anonymous

I WAS sitting outside the school district office as the school board met in closed session. I was nervous—in a way I had never been before. My stomach churned and I felt like throwing up. I paced, and finally my emotions got the best of my good reason and I put my ear to the door to hear what the board members were saying.

I couldn't believe what I was hearing: They were drawing up charges to terminate my contract. This couldn't be true, or could it? It had to be someone else. How could things have gotten so screwed up? I knew that I had to do something, and fast. I left the room and sat at a secretary's desk and typed a letter, hoping to complete it before they came out of closed session. When it was time for me to make my appearance I entered the board room and gave my letter of resignation to the president.

It happened so fast: The letter was read and my resignation was accepted—two votes to reject, three to accept. The two board members who voted to reject then moved that the board reconsider its position. That proposal was voted down. I was out.

How did I get into this situation? Why had I been fired?

When the board members hired me to serve as their superintendent—it was my first superintendency—they gave me specific verbal instructions concerning what they said should be accomplished during the first term of my contract. They told me that the teaching staff was weak and that I should initiate staff development programs. They also pointed out to me that particular teachers were unsatisfactory and they wanted me either to improve teacher performance or terminate contracts.

With these directives in mind, I spent a great deal of my time and energy over the course of a year trying to improve the professional teaching staff. The principals and I conducted several staff development meetings and called in reputable educational consultants to help with this work. In general, the attitude

of the teachers was positive and the faculty seemed stimulated by these meetings. But near year's end there were five teachers who, in my estimation, had not made significant progress in their teaching, conduct or attitudes. After having taken the necessary steps to help improve the performance of these teachers during the year, I recommended to the board that the teachers' contracts be terminated.

Ours (now it's *theirs*) is a small district that employs 40 teachers. While termination of 5 of 40 teachers is a drastic move, I believed—perhaps naively—that the school board would support my efforts to get rid of teachers who were unsatisfactory. After all, I was following their orders.

The law of the state in which I was working forbids the superintendent to discuss with the school board any teacher under consideration for termination. I was told by other superintendents that the law is not practical and that there are ways to work around the law. But quickly word leaked that five of the system's teachers were about to be fired, and I began to sense that the school board members might have second thoughts about their commitment to "clean up" the teaching staff. The teacher union stepped in, did its home-

work, and put pressure on the school board; soon the fur began to fly.

In spite of the furor, I began preparing for the termination hearings. When the hearings finally were held, I led with my strongest case, and the board supported my actions—but only by a vote of 3-2. On my next case the board voted 5-0 not to terminate, so I decided to drop the other three cases altogether. Because of the way I had arranged the order of the termination cases (beginning with the strongest and ending with the weakest), I figured that it would be wasting the school board's time and taxpayers' money to continue with the terminations. Apparently the board didn't follow my reasoning and thought I should have continued with the rest of the hearings.

The real eye-opener was the board's apparent decision to use me as a scapegoat. I had done what the board had instructed; I had worked to improve skills and morale of teachers and had attempted to get rid of the deadwood. The school board wanted all this, but it apparently was unwilling to accept the hassles these actions inevitably cause. I lost my job because the board couldn't take the heat.

If I had to do it all over again: I would define my goals and objectives with the school board and make sure all board members knew *exactly* what their top objectives were for the superintendent. And I'd make sure they knew what mine were. I made the big mistake—being a first-time superintendent—of taking the job with only verbal instructions and without any formal set of school board goals. Now I've learned that all this should be put in writing and in the form of clearly established school board policies that can protect both superintendent and board.

Perhaps my situation is not typical. Perhaps it is. But I'm sure of this: Next time I'm going to stand up and be my own man. And I'm going to do all I can to help the board stand up for its rights. I've learned that a superintendent must inspire his school board to courage and persistence so that the best interests of the community and its children are served.

If experience is the college of hard knocks, I've just been graduated. □

'I put my ear
to the door and
heard my board
discussing my
termination.'

The author, who for obvious reasons wishes to remain anonymous, recently was fired after serving a one-year term as a midwestern superintendent of schools.

New study reveals potential danger of carbon monoxide poisoning in your school buses

YOU'D THINK that equipping your school buses with the latest safety devices, recruiting experienced drivers with flawless records, and conducting traffic safety classes for youngsters would ensure that your students arrive safely at school each day. But there's something else that many school officials apparently are overlooking when it comes to school bus safety: the strong possibility of carbon monoxide poisoning.

Item: A boy and his sister were found unconscious at the rear of a school bus after a 45-minute ride from their house to school in Shelby County, Mississippi, in 1966. Poisoned by carbon monoxide, the children were revived; no other children in the bus were affected. When officials examined the bus, they discovered its tail pipe was crushed and forced out of alignment. This damage allowed exhaust fumes to seep into the bus directly under the seats the two children were occupying.

Item: Five of eight children who became ill on a school bus in Seattle in 1971 were treated at a hospital. One child was unconscious; others suffered from drowsiness, headaches and nausea caused by carbon monoxide poisoning.

Item: Thirteen children and a school bus driver were treated at a Denver hospital in 1974 for overexposure to carbon monoxide. Inspection of the bus revealed a defective rear door seal and leaks around the brake and accelerator pedals.

No deaths have been reported from carbon monoxide poisoning on a school bus, but the National Highway Traffic Safety Administration (N.H.T.S.A.) recently released a study that indicates one in five of the nation's school buses may contain harmful levels of carbon monoxide. In analyzing the data from

its test of 645 buses, N.H.T.S.A. estimated that up to 2.1 million children could be exposed daily to levels in excess of 20 parts per million (ppm), and 1.6 million could be exposed to levels exceeding 50 ppm. (The industrial danger level: 20 ppm.) The tests were conducted in different areas of the country under varying climatic conditions and traffic densities.

In releasing the study, the Department of Transportation urged the nation's governors to review their school bus inspection and maintenance programs. The study noted that buses in most states are inspected just before the start of the school year and then not again until spring. Exhaust systems can deteriorate rapidly during the winter, so it's a good idea to conduct a thorough visual inspection on all buses *monthly*.

Carbon monoxide from a defective exhaust system can penetrate a school bus cabin in a number of ways. Buses travel slowly and stop frequently; this can create a buildup of the colorless, odorless, nonirritating gas. "Leakage of carbon monoxide from defective exhaust heat riser valves or exhaust manifold may be as serious as leakage from a defective muffler or tail pipe that is too short and does not project beyond the bus frame," reports the N.H.T.S.A. study. Also, openings around the brake, accelerator and clutch pedals permit fumes to enter the cabin, as can broken tail pipe hangers that allow exhaust pipes to sag, causing leaky joints. Rusting bus bodies, leaks around windows and, in particular, around the seal at the rear emergency door also have caused high carbon monoxide readings, according to the study.

The worst culprits were buses six years and older and those that had 50,000 miles or more on their

odometers. Tests conducted during the winter, when windows were closed and heaters on, produced higher readings than tests conducted during warmer months.

N.H.T.S.A. notes that the 20 ppm danger level it used for the study is the maximum allowable level over an eight-hour period for industrial workers and is to be considered a guideline. No federal law states what constitutes a safe level of carbon monoxide on school buses; introduced in 1976, an amendment to the Clean Air Act proposed by then-Rep. Edward Koch (D.-N.Y.), would have set the standard at 20 ppm, but it was defeated. The N.H.T.S.A. report recommends further study to determine a critical exposure level for children in school buses. Industrial standards, the study points out, would be higher than those applicable for school children and women bus drivers. In addition, dangerous exposure readings at sea level do not apply to high altitude settings, such as Denver, where more stringent carbon monoxide standards have been set.

As an indication of what the 20 ppm level means, the study cites tests conducted in 1950 on evening rush hour traffic in Manhattan; they show a range of 19 to 95 ppm (no doubt higher now). Similar tests in Los Angeles reached 120 ppm with readings of 20-30 ppm being consistent throughout the year. Of course, rural areas have substantially lower carbon monoxide levels in ambient air; the N.H.T.S.A. study also got lower readings in buses that traveled in less congested traffic.

For a free copy of the study, and to learn how to keep your buses safe, write to the U.S. Department of Transportation, N.H.T.S.A., 400 Seventh St., S.W., Washington, D.C. 20590. □

Supreme Court: Silent meditation OK but

By David Schimmel

AS MOST educators know, the Supreme Court clearly has ruled that students may not be required to pray in public schools—regardless of the wishes of parents, students, or school board members. But can teachers ask students to meditate? May classes begin with a moment of silent prayer?

These questions are at the core of two significant federal cases that have touched on the always-explosive topic of religion and public schools. One case dealt with a Massachusetts law requiring a moment of silence for prayer or meditation; the other concerned a course in Transcendental Meditation that was taught in several New Jersey high schools.

The dispute over meditation in schools sprang up in 1976, when a group of Massachusetts parents challenged a state law that required teachers “in all grades in all public schools” to observe a minute of silence “for meditation or prayer.” The parents argued that the law established an unconstitutional “religious exercise” in the public schools and interfered with their right “exclusively to supervise the religious upbringing of their children.”

In deciding this case, *Gaines v. Anderson*, Judge Frank Murray used a three-part yardstick that previously had been formulated by the U.S. Supreme Court. This yardstick says that when deciding cases involving the constitutionality of any law that is alleged to be in conflict with the First Amendment’s prohibition against the “establishment of religion,” the courts should ask: (1) Does the law reflect a clearly secular purpose? (2) Does the law have a primary effect that neither advances nor inhibits religion? (3) Does the law avoid excessive government entanglement with religion?

Concerning the Massachusetts law’s purpose (the first part of the Supreme Court’s test), Judge Murray noted: “All that the statute requires students to do,

is be silent.” The judge also noted that a moment of silence might serve several legitimate, secular purposes. It might “still the tumult of the playground,” he said, and help start a day of study on a calm note, or it might help students learn a degree of self-discipline.

Second, the judge said that providing an opportunity for students to meditate does not “advance religion” because meditation refers to “serious reflection or contemplation on a subject which may be religious, irreligious, or nonreligious.” The judge also pointed out that meditation is an appropriate educational goal because it helps encourage students “to turn their minds silently towards serious thoughts and values.” The Massachusetts court ruled, therefore, that a moment of silent meditation was not an endorsement of religion.

But what about the third part of the test—meditation time as an opportunity for silent prayer? Doesn’t this indicate state support for religion? The judge said that while *requiring* silent prayer would be unconstitutional, the Massachusetts law is “framed in the disjunctive” and permits meditation *or* prayer.

Courts use three guidelines to judge school practices that might be in conflict with the Constitution’s prohibition on ‘establishment of religion.’

Thus the law, which accommodates students who want to use the moment of silent meditation for prayer as well as others who wish to reflect upon secular matters, passes the third hurdle because it takes “a neutral position that neither encourages nor discourages prayer.”

The court also considered several other questions related to religion and schools. The first: Does the ruling in this case allow the reciting of non-denominational prayers as long as teachers excuse students who don’t want to participate? “No,” said Judge Murray, because with *silent* meditation students don’t have to face the dilemma of participating in a religious exercise or asking to be excused. With silent meditation no one is embarrassed or singled out. If a student does not wish to pray during the minute of silence, he may think about anything he wishes without violating the law and without facing the scorn or reproach of his classmates.

Second question: Does the meditation law violate the rights of parents who may wish to direct the religious upbringing of their children? Again the court said “no”—because the law doesn’t compel students to participate in any religious practice that would offend their parents. In fact, parents are free to instruct their children not to pray during the minute of silence. Because the law compels no religious activity, it violates no parental right.

The court also acknowledged that “the line that separates the permissible from the impermissible in this area is elusive.” Nevertheless, Judge Murray concluded that the Massachusetts law concerning silent meditation or prayer does not conflict with the Constitution.

A New Jersey court, on the other hand, has ruled that Transcendental Meditation (T.M.) cannot be allowed in that state’s public schools. The debate over T.M. arose during the 1975-76 academic year when five public high schools offered optional courses in T.M. Those who pushed for the schools to adopt T.M. claimed that the courses would have beneficial physical effects for students (such as lowering the heart and breathing rates) and could help reduce student stress. But a number of up-

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Transcendental Meditation in schools

rents appealed to the courts to the courses removed from the schools, claiming that teaching students violated the First Amendment. Initially, the parents claimed that the puja—a ceremony that introduced students to Transcendental Meditation—was in fact a religious ceremony. In a detailed 41-page opinion, Judge

Meanor analyzed the facts, the arguments, and the First Amendment questions in the case of *Malnak v. Yogi*. Before making a decision, the judge looked at the nature of T.M.

Transcendental Meditation is a technique during which the student contemplates a mantra or sound that is essential to the practice of T.M. Reciting this mantra over and over is supposed to lead to a sense of calm and peace to the student. The Science of Creative Intelligence (S.C.I.) is a theory devised by Maharishi Yogi to explain what occurs in the meditator's mind during the S.C.I./T.M. course. The course was taught for five days a week by teachers who were not employed by the school system. Class time was spent practicing and studying the text that ex-

plained the theory of the Science of Creative Intelligence.

The puja ceremony, at which students receive their mantra, was conducted on Sundays off school premises. Candles, incense, fruit, and flowers were used during the ceremony that included a three or four-minute Sanskrit chant by T.M. teachers. The teachers said they did not consider the ceremony religious, and they told this to their students. But the chant included these words: "... to the glory of the Lord I bow down again and again ... preceptor of the whole world, having bowed down to Him, we gain fulfillment." This passage, observed Judge Meanor, makes it clear that the chanter is reciting some type of prayer or invocation.

The defendants presented extensive testimony by several T.M. teachers, eleven students, and three clergymen (a priest, minister and rabbi)—all of whom indicated that they did not consider the S.C.I./T.M. course to be religious. In addition, two professors of religion testified during the trial that they didn't believe the puja ceremony was religious—especially when the participants did not intend it to have a religious significance. While accepting these statements as "sincere perceptions," Judge Meanor wrote that "subjective characterizations" about the puja or the S.C.I./T.M. course are not sufficient to determine whether they are religious within the meaning of the First Amendment. This is especially true when the teachings of the course "are in evidence in the form of a textbook."

The T.M. course textbook devotes 225 pages to a discussion of 50 specific qualities of creative intelligence such as beauty, courage, freedom, success, insight, kindness, truthfulness, and happiness. Furthermore, the text indicates that creative intelligence is omnipresent (it is "everywhere, within us, as well as outside us"), eternal ("it is, always has been, and always will be the nonchanging basis of life"), and it "alone can bring fulfillment to every phase of life."

Despite wording of the text, proponents of T.M. emphasized that they had not formed a religion, because they have no clergy, no houses of worship, nor

any dogmas about salvation or an after-life. The court, however, noted that an activity may be religious even though it is not sponsored by a recognized religion. Furthermore, a group "cannot propagate concepts which society recognizes as religious" merely because the group views the concepts as secular.

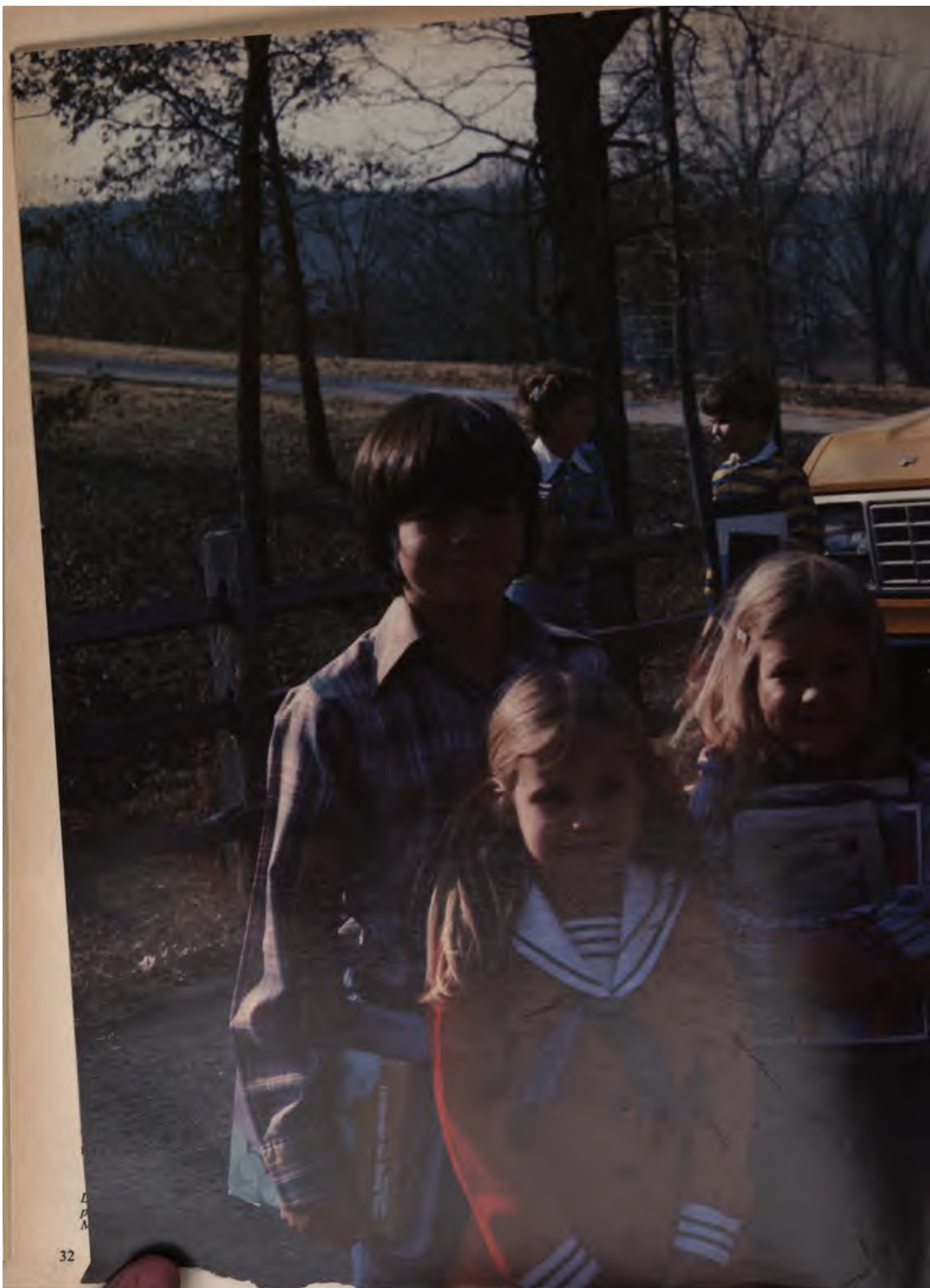
Finally, Judge Meanor applied the Supreme Court's three-part test that questions the purposes and effects of the T.M. course. First, the judge asked, is there a valid secular purpose to the S.C.I./T.M. course? Yes, he said, its purpose is to reduce stress in school and to make the other benefits of T.M. available to students. But, he noted, the practice of meditation occupies only a small part of the course. Most of the class time and the text is devoted to teaching about "creative intelligence" and its qualities, which are parallel to those usually associated with a supreme being. Thus—due to the religious nature of the concept of creative intelligence—schools have sought to achieve a secular goal by teaching a religious concept. In addition, students wishing to learn T.M. are compelled to attend what in fact is a religious ceremony, the puja. The court ruled that these religious means of effecting secular goals are prohibited by the First Amendment.

Second question in the Supreme Court's test: Does the course advance religion? According to the judge, teaching a belief in the existence of "a pure, perfect, infinite, and unmanifest field of life" clearly has a primary effect of advancing religion.

And using the third test, the judge said that public funding of the course constitutes an "excessive government entanglement in religion."

In deciding this case, Judge Meanor examined more than 1,500 pages of briefs, affidavits, and testimony submitted by the defense. This evidence, however, failed to raise any doubt in his mind as to the religious nature of the teachings of the Science of Creative Intelligence and the puja. Therefore, the court ruled that the S.C.I./T.M. course "violates the establishment clause of the First Amendment, and its teaching must

Those guidelines demand: (1) a clear secular purpose, (2) no advancement or inhibition of religion, (3) no entanglement with religion.





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You *are* a politician,

By James R. Riggs

OVER the years Americans have had every reason to become suspicious of politicians. And it's little wonder that honorable and sensitive people, no matter their qualifications or willingness to serve the public, have avoided seeking public office. Perhaps that's why school board members—who in fact are politicians—have tried to hide their office behind the label of public servant. In this way, board members in the past have tried to protect the special status of public schools and to isolate school board service from the ravages of real-life politics.

But that protected time is long gone. The kid gloves have been put away; few who serve on school boards honestly can claim that their duties are free from the taint of politics. In my opinion, school boards must learn political skills and face up to the reality of political behavior; political lessons can and must be mastered by school board members if they are to preserve what is left of lay control of public education.

Here, then, are six brief political lessons that may help board members cope:

1. Active school board members help shape a community's values. When you vote on annual budgets, hire superintendents, make decisions regarding the number of books to be purchased by a school library, or adopt special curriculums, you are, in fact, taking political actions that shape the ways the community looks at itself and the world. And when board members take these actions, they have to expect political pressures from members of the community who hold opposing points of view. A board's actions—controversial as they may be—are the essence of educational governance, but they also should be recognized as events that are part of the community's total political system.

2. Effective board members must

understand hardball politics. If you seek the effective (and much-needed) support of the powerful groups in town, make sure you know who pulls what levers in the corporate power structure. School boards can help build broad-based support for their policies by involving a community's business leaders, but first school boards must learn to identify and court those opinion makers. This may not be as easy as it sounds. Most board members know who their state representatives are, but when they venture into the private sector they can't seem to tell the captains of industry from the second lieutenants.

3. When studying the do's and don'ts of power politics, take a cue from a past master—your superintendent. After all, his first task upon accepting the job probably is to learn the contours of the community's political landscape. In many communities the superintendent is a member of civic clubs, some private clubs, and also may serve as ex-officio member of community commissions and fund-raising efforts. In other words, he understands that his ability to make and hold onto powerful connections determines, to a large degree, how long he keeps his job.

Since superintendents sometimes become "too powerful" figures, this power should be counterbalanced with a degree of school board clout. Let's face it: A highly visible superintendent has a way of perverting the public's attitude toward the local school board, and toward lay local control. If the superintendent is the district's most prominent education "expert," and if he has a politically powerful support group behind him, the superintendent easily can become the dominant policy-maker. This leaves the school board acting only as a legitimizing agent—in essence, a total reversal of roles.

Not only does the superintendent who is a smart politician build up a powerful following outside the walls of the school offices, but with proper "gatekeeping" he also can control the flow of internal

James R. Riggs is president of the school board in Indianapolis.

so why not be an effective one?

technical and nontechnical data that are critical for proper school board decision making. So it's imperative that school boards work to keep the proper balance of political power in the community, and in the school—and to avoid falling into a pattern of behavior that psychologists label "groupthink."

Your superintendent is neither a sinister individual trying to dictate policy, nor is he a neutral observer waiting to implement results of your wise and rational deliberations. He simply knows the rules of power politics and uses them; it's essential for board members to do the same.

4. Central office bureaucracies are powerful and have a useful political role. In fact: One of the most pervasive political powers standing between a school board and its policymaking role is the central office administrative bu-

reaucacy. The experts downtown are no more apolitical or neutral than is the superintendent. Central office administrators will go to great lengths to convince board members that deference to the professionalism of the educational elite is the role of the "good" school board member. Expertise, knowledge, information, and skill are vital resources for A-1 decision makers, but in too many school systems, board members have become increasingly dependent on central office staff. Remember: Just because staff members have graduate degrees in education and subscriptions to *The Executive Educator*, doesn't mean they have all the answers. The central office crew exists to carry out school system policies. Period.

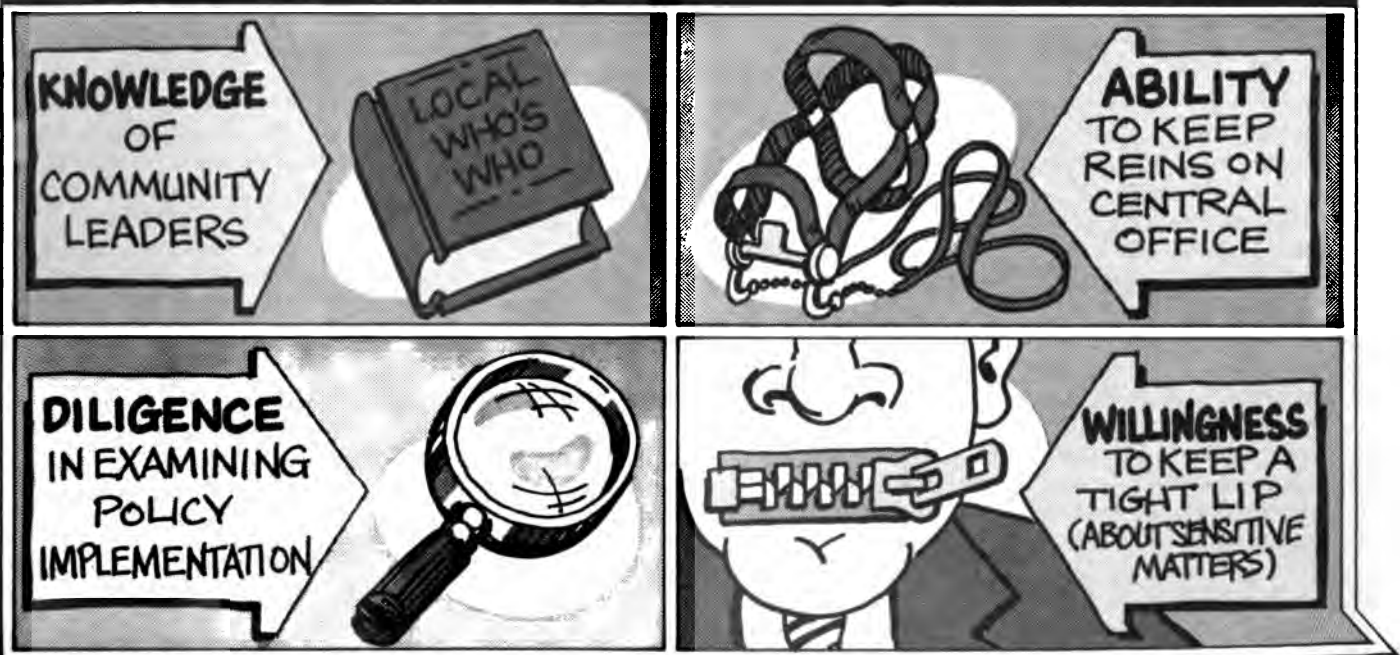
Administrators also have their own agendas and vested interests, but board members can make these bureaucrats

hop—if the board does its homework. If board members refuse to become involved in the politics of the school system, however, they are destined to be a political dog wagged by the bureaucratic tail. In other words, be aware that information coming from the central office might be slanted, so look beyond the obvious.

5. Being a political leader means making enemies. While my thesis is that school boards should shed their corporate trustee role in favor of acting more like a legislative body, don't forget that the corporate role makes life much simpler. In the corporate model, all school board members have to do is create policy, hand it to the administrators to implement, and then move on to the next subject with total confidence that the spirit and intent of your policy will

(Continued on next page.)

WHAT BOARD MEMBERS NEED TO BECOME GOOD POLITICIANS



These rules aren't all for fun

If school board members are going to serve as politicians, they'd be wise to learn these ten simple rules. Some of the humor, of course, is intended.

Change your name. Before you campaign for a seat on the local school board, change your name to something that will command deference. For example, Horace Mann or William H. McGuffey.

The facts. During the campaign compare your school system unfavorably with other systems. Always quote figures and percentages to prove you know what you are talking about. Don't worry about their accuracy, no one will check you out anyhow. Giving the appearance of knowledge is more important than the possession of knowledge. (Also: Look appalled, feel appalled, be appalled, and tell everyone you're appalled; they'll call you a reformer.)

Making decisions on the board. You must determine early on who are the administrators and principals most respected in the community. Cultivate them by convincing them of your respect and they will gladly help you reach the "proper" decisions.

Controversial issues. Never explain your vote, and above all never allow your vote to break a tie and determine a policy.

Politics and the schools. When attacked for making a political choice, always deny that educational policy is related to politics in any way. This is one time when it will be beneficial to become irate in public. Raise your voice and insist that school business concerns children, not politics. You might suggest that only a Communist would try to involve politics in education.

Dabbling in administration. Always insist that the role of the school board is to make policy, while the role of the administration is to implement policy. It makes no difference how much of a cliché this has become; it is safe, and the media and the general public will be convinced you understand your "proper" role.

Hedge your bets. Be a maverick when the opportunity presents itself, but you

should do this only when you are convinced your vote will not effect the outcome. Example: Vote against any appropriation to pay your attorneys—on the grounds that President Carter thinks legal fees are too high. Speak long and loud about your concern for the heavily burdened taxpayer.

Cooperate with the superintendent. Now here's a guy who has spent 25 years clawing his way to the top of the educational bureaucracy, and at his salary, he's playing for keeps. You ought to face the fact that you are an amateur dealing with an expert. The best advice you can receive is to work *with* the superintendent. Educational problems are so complex and the bureaucracy is so sprawling that you could never gain control of it, so why wear yourself out? If you want to get along, go along. After all, the superintendent may have something on you.

Play ball with the press. A divided board is just what the media ordered. Their business is to report conflict, and if you have a little conflict now and then, your board will always be in the news. Being accessible should be your first rule in dealing with the press. Your second rule, which is more important, should be to develop the art of the weasel-word phrase. Language is one thing and meaning is another. You might accomplish two things: One, you keep the press from nosing around the schools (which they don't want to do anyway, that's too much work); two, the concentration of the press on personality conflicts on your board keeps your name before the public while your weasel statements can never be used against you.

Seeking reelection. If you have followed my advice, you must be well-known in the community as a knowledgeable person who is not afraid to take a stand. On certain occasions you've probably broken with the majority to speak out for the minority. Now is the time to start comparing your school system favorably (see number two), defending it with massive doses of quotes from Edmund Burke.—J.R.R.

(Continued from previous page.)

be carried out. Working as a political body, however, demands a greater degree of commitment, and certainly less political naivete. A legislative school board must play many roles: In addition to making policy, you also must evaluate and review *past* policy, and constantly engage in overseeing programs. All political school boards must be willing to accept the responsibility for determining whether programs are being executed as intended. But this requires a fine and sensitive balancing act, because overseeing programs often tempts board members to become involved in the day-to-day operation of those specific school programs. That, of course, would be a mistake.

Another reason the active political role for school boards is important is that it creates opportunities for a two-way dialogue with constituents. Corporate trustees don't have to consider the needs of the public, so they can blithely direct their chief executive to handle problems until time for the next meeting. But a political school board, by its very nature, must understand the needs of the community and must listen to public opinions—sometimes harsh, personal and negative.

6. Unskilled handling of the media can cause political nightmares. Some political scientists suggest that a divided board in a pluralistic community *will* become politically active. This is desirable, of course, but all this activity often creates a factionalized and bitter school board. The problem: Not only is a deeply divided school board putty in the hands of a skilled superintendent, split school boards often become the favorite target of the news media, too. In many communities a split school board—full of self-accusations and arguments—is the best show in town. And while school boards may complain about the lack of interest the news media show in schools, let a school board conflict surface and it quickly becomes clear just how creative journalists can become. So remember this simple truth: A 7,000-page report on reading scores—complete with educational jargon—is not going to excite many reporters, but give them a chance to report on the internal battles of a divided school board, and reporters will remember and document every bitter word—and then some. A good politician tries to keep his fights private and off the front pages of the local newspapers and the 6 o'clock news. □

It's a mistake to allow collective bargaining to change the way you run your schools

By Ray A. Howe

ASK a school board member to name those developments that have changed public education the most over the last two decades and you're likely to see collective bargaining high on the list. Some school people, in fact, insist that collective bargaining alters the *structure* of school management.

I disagree. With one exception, collective bargaining need not change at all the traditional way boards and superintendents manage public education.

The fiery introduction of collective bargaining into education did send some boards and administrators into shock. And that's understandable—the mere newness of it had substantial significance. In *Ordeal of Change*, Eric Hoffer writes, "The simple fact we can never be ready for that which is wholly new has some peculiar results. It means that a population undergoing drastic change is a population of misfits and misfits live and breathe in an atmosphere of passion. There is a close connection between lack of confidence and the passionate state of mind and . . . passionate intensity may serve as a substitute for confidence."

Because collective bargaining was new to us in the school field, it evoked passion and a lack of confidence *on both sides of the bargaining table*. Unionized teachers began acting differently than teachers had in the past and school board members and superintendents apparently assumed that *they* had to respond in a similar fashion—that they had to alter their established patterns of behavior.

This was not necessary, nor, in my opinion, wise.

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School boards exist to formulate and generally oversee the implementation of policy. The superintendent must act as chief consultant and adviser to the board in the formulation of policy and must be the board's chief agent in implementing that policy. It is not specifically the responsibility of the superintendent to *do* all this but, rather, to see to it that it is done, and done well. Nothing regarding the introduction of collective bargaining into public education need alter these considerations in any substantive way.

The only requirement directly imposed on boards by collective bargaining legislation is to create a policy declaring the board's intent to negotiate in good faith with employees on matters of wages, hours and conditions of employment. The board is under no mandate to negotiate directly and, if it does so, it negotiates by choice. Collective bargaining, then, adds a new item to the board's agenda but does not create a new agenda.

The superintendent is responsible for the conduct of negotiations but this, too, is consistent with the traditional role of implementing board policy. Superintendents should ensure that negotiations are conducted properly and within the scope of board policy, but they need not do the negotiating themselves (and a strong case can be made that superintendents, like board members, should not be at the bargaining table). Bargaining complicates the superintendent's job but does not change its nature.

Collective bargaining, in fact, has vitalized the functions of superintendents and boards. In the past, the hierarchical structure of school management required that concerns from teachers flowed up, through middle management, to superintendent and board

while decisions from the board and superintendent flowed down, again through middle management, to teachers. Teacher union leaders, however, have demanded direct access to the top rung of school management, which means that the board and superintendent—or their designee—have been put into a closer working relationship with employees than they had ever achieved before collective bargaining.

It quickly becomes apparent, however, that middle management is the exception I mentioned in the beginning of this article — the one area of school management that has been changed substantially by collective bargaining.

Once the front line of administration and the first to be aware of developments in the teacher ranks, principals and other middle managers now can be trapped in the backwash of management. They are collective bargaining's primary management casualty. One of the main responsibilities facing boards and superintendents today is to pull their principals back into management's mainstream.

Collective bargaining has brought other responsibilities, of course: recognition of the new working relationships between teachers and administrators; the necessity of building a new set of skills; and refusal to indulge in personal whims and prejudices toward collective bargaining. But the important—and reassuring—conclusion to keep in mind is that our traditional scheme of management need not be greatly altered by collective bargaining.

If the fundamental roles of boards and superintendents *are* changed, it is by the choice of these parties themselves. And if that change complicates their lives, they must concede the wisdom of Pogo: "We have met the enemy, and he is us." □

Your students might be spending only half

By Jack L. Davidson
and Freda M. Holley

HOW MUCH instructional time do your students get each day? Six and a half hours? Probably not. While the school day might last six hours or more, the depressing truth is that students could be spending less than half of the typical school day receiving actual classroom instruction.

At least that's what a survey of our Austin (Texas) school system revealed two years ago. But some people might consider the reaction of the administration and school board just as startling as the survey's statistics: We chose to publicize—not hide—the grim findings about instructional time. We're glad we did because students now not only spend more time receiving instruction, *but* students' test scores also have improved noticeably.

Let's back up: A few years ago our school system began studying the growing volume of national research literature that analyzed the amount of time students actually spend working, in school, on assignments. At the same time, we were becoming increasingly concerned about the academic achievement levels of students involved in the school system's compensatory education programs.

Our school board's number one priority is increasing the achievement levels of students—especially those from disadvantaged backgrounds. But in spite of the level of resources being poured into the education of students from low socioeconomic backgrounds, we were not seeing the kind of increases in achievement that we wanted. In looking into this problem, we accumulated considerable data from classroom observations that were evaluating compensatory

programs such as those funded by Title I, federal and state bilingual aid, or state compensatory education funds. Everything pointed to problems the system might have with the way students spent their time.

Some staff members suggested that too much time was lost by physically moving children from one special program activity to another. Others suggested that decreased classroom instructional time was responsible for the failure of some students to master basic skills. With all of this in mind, in the 1976-77 school year our office of research and evaluation planned and conducted—as a part of its major compensatory program evaluations—a study of time use in our schools.

Using a detailed observation system, trained classroom observers followed individual students from the time they entered school in the morning until they left at the end of the school day. A total of 227 such day-long observations yielded 1,457 hours of observation data that provided a clear picture of how time was used during the school day. Schools surveyed included 20 Title I schools, all sixth-grade classes in schools receiving state compensatory education aid, and a sample of schools not involved in compensatory education programs. These observations provided more than time-use data; they gave us information about everything from type of student contacts with teachers and teacher aides to material used in the classroom.

When the study was finished, the school system had uncovered a number of interesting facts about the way students spend time in compensatory programs. We found, for example, that students in these programs spent the majority of their time involved in reading/language arts instruction. They received less instructional time in math, social studies, and science than did other students, but spent more time

learning about art and music. Also, students involved in more than one compensatory program (such as both a bilingual and a Title I program) received less instructional time than did other students, but those children involved in only one such program received approximately the same amount of instructional time as students not in a compensatory program.

The most dramatic finding produced by the study, however, was that all students spent *more than one-fifth* of each school day involved in noninstructional, "management" activities: listening to announcements; taking out and putting away supplies; bathroom trips; discipline; or simply waiting for teacher instruction. When this time—along with lunch, recess, and other such activities—was subtracted from the school day, only about three hours and forty-five minutes of that six and one-half hour school day were left to spend in actual instruction.

These results were presented to the school board in the summer of 1977, and our system took something of a beating at the hands of the news media. While such publicity can be distressing, we have learned that openness with the media usually brings good results. It did for us: The publicity helped alert our entire school staff to a critical problem. Although some members of our staff were indignant and questioned the validity of the study or its methodology, many other teachers and administrators confirmed the results as being accurate.

During the 1977-78 school year the study was repeated, and our findings began to show that a number of steps were being taken throughout the system to change and improve time-use patterns. Our director of elementary education, for example, gave time use top priority in supervision of elementary schools. Because our accountability system requires school principals to set their goals in conjunction with this director, school

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of the school day receiving instruction

programs can be checked to make sure each day contains a minimal amount of noninstructional time.

Another big plus for us was that in recent years the University of Texas Research and Development Center for Teacher Education had been engaged in research that yielded a number of ways teachers can improve classroom management activities. During 1977-78, the center worked with our system (through a grant from the National Institute of Education) to put these research findings to use in our system. What's more, school system's instructional coordinators developed a slide-tape presentation based on classroom management research and used it with the faculty in every elementary school. As the instruction coordinators made classroom visits, they checked to make sure these new techniques were being used.

On another front, the department

that's charged with the management of compensatory programs took action to reduce the time wasted by the overlap of multiple federal programs.

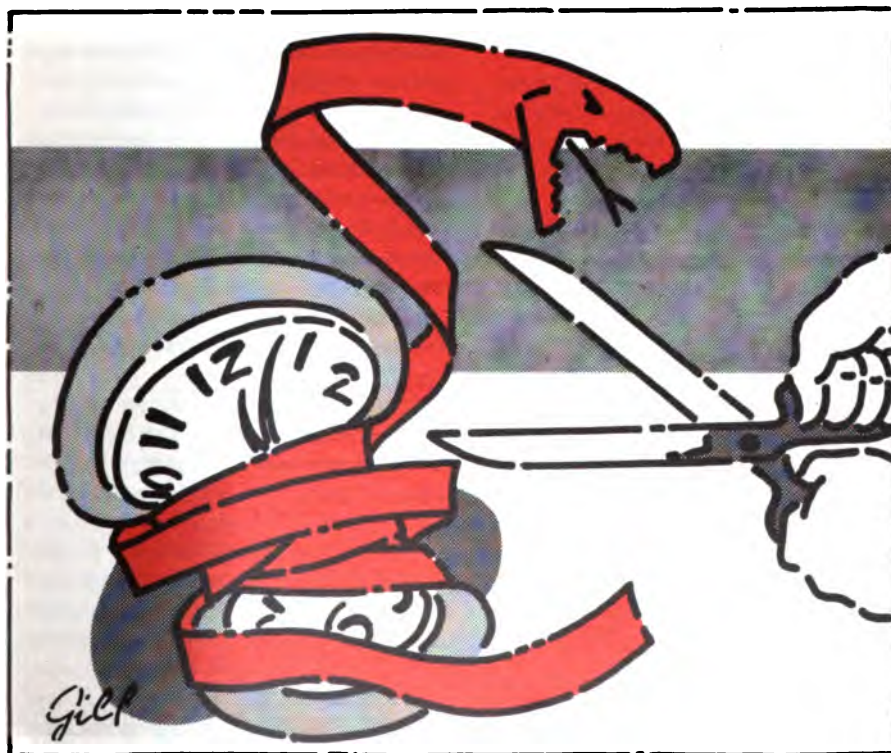
Our efforts to make sure kids got the greatest amount of instruction time out of each school day did ruffle some feathers. One of our local television stations ran a special news report suggesting that the administration was the "grinch who stole Christmas" because, the station mistakenly reported, schools were required to drop all winter holiday activities to gain more instructional time. We never went to this extreme, but increasing instructional time was a major goal at all levels.

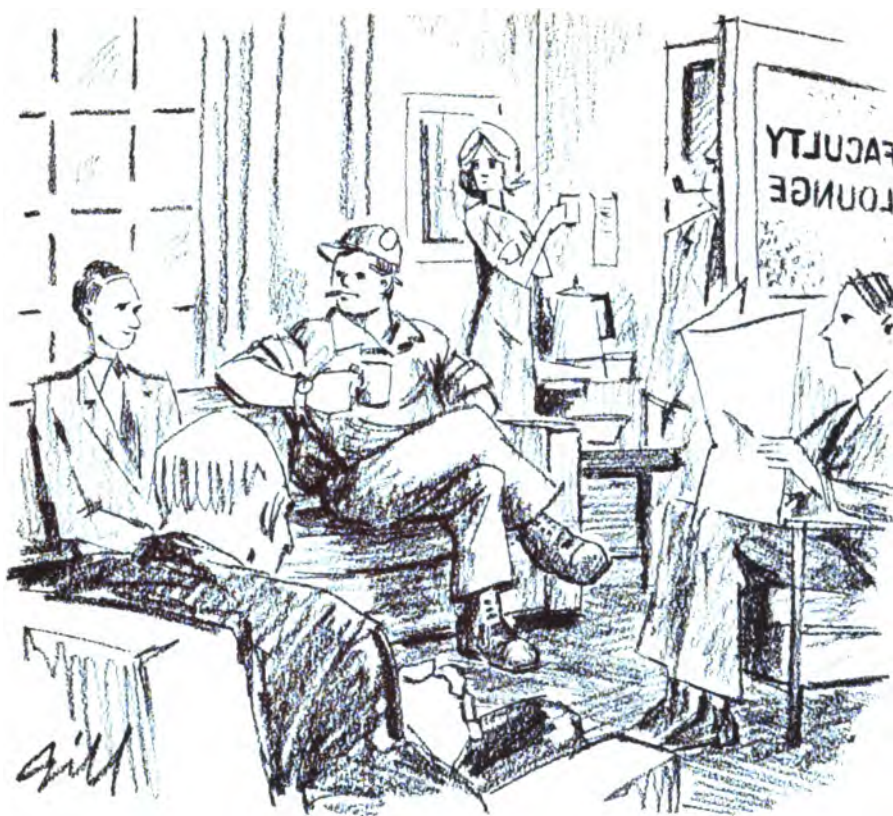
By the time results on the second year were in—the summer of 1978—we expected good news, and we got it. Our finding: *Instructional time could be increased.* The data showed clear increases in the amount of classroom time

spent on academic subjects. Students in non-Title I schools received 23 minutes more instructional time each day in 1977-78 than they had the previous year; Title I students received 24 minutes more; non-Title I students in Title I schools, 34 minutes more. If these increases don't sound significant, consider this: *Over the 175-day Texas school year, those 23 to 34 minutes we gained in instructional time per day give students an additional 10 to almost 16 full days (six and a half hours each) of learning.*

If our school system were to lengthen our school year by 10 to 16 days, the payroll costs for classroom personnel alone would be from \$2,142,000 to \$3,265,600 per year. And that doesn't take into account the extra maintenance, the utility, and the overall operational costs involved in adding days to the school calendar. The point: We delivered more instruction to students without increasing the taxpayers' burden. The Austin school system's good feelings about these results were increased in the spring of 1978 when we also found improvement in our elementary reading and mathematics program at every grade level. Achievement gains for our compensatory programs also increased. Although we can't prove these gains are tied directly to the increased amounts of instructional time we provided students, there is a good indication that a relationship does exist.

The benefits Austin won from this study might be achieved by other school systems throughout North America. But a word of caution is necessary: The study worked in our system because we had a good accountability system that requires instructional and administrative staffs to study and use evaluation data. Without a similar system that has been functioning well for a number of years, you might find it more difficult to prove that, indeed, time is money—and it's education, too. □





Here's how

By Leonard Nasman

ANNOUNCE an opening in your school system for an experienced English teacher and your personnel office will be hip-deep in applications. But call a college placement bureau to ask for instructors in some of the newer vocational education courses—and you'll grow old waiting for the return call.

Schools of education don't, indeed can't, supply the increasing demand for accredited teachers in such subjects as solar technology, biomedical instrumentation, or digital electronics, let alone the standard subjects such as carpentry, plumbing, and electrical work.

What to do? The solution in many school systems is to hire people with the necessary special skills, plus significant work experience, even though they lack education degrees. Appointments are provisional, and school systems provide nonaccredited teachers with in-service training to develop their teaching competencies. In addition, provisional appointees are allowed two or three years to complete the formal vocational education courses required for a teaching license and, in most cases, a degree in education.

Such an approach can work well—if you can negotiate two big hurdles at the outset: (1) how to find the specialists you need and (2) how to tell in advance if candidates will make good master teachers a few years hence.

Here are a few suggestions on what to avoid and what to look for, based on my experience over the past few years in introducing nondegreed vocational teachers to the profession.

When recruiting candidates, forget your customary channels and look for organizations and avenues that technicians and tradespeople use when they

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to fill those vocational education slots

seek employment: local union headquarters, apprenticeship councils, private employment agencies, and help wanted ads in local newspapers. But when you buy a classified advertisement for a mason or mechanic, remember to place the ad under the job heading ("carpenter") and not "teacher," or you will defeat your purpose.

Armed forces publications also may be a good bet. The military trains people in nearly every vocation you can imagine, but they are particularly strong in computer and electronic fields. By the time service men and women retire after 20 years, most look for a second career and many have had some teaching experience as part of their service jobs. Employment opportunities for separating or retiring military personnel are listed as a regular feature of the *Army Times*, which also publishes weekly newspapers for the Navy and Air Force, and runs a special retirement supplement three times a year. To scout these publications, write to The Army Publishing Company, 474 School Street S.W., Washington, D.C. 20024.

A warning: Perhaps the most discouraging aspect of hiring nondegreed vocational teachers is high turnover rates. Few of these applicants will have references related to teaching experience, so much of your appraisal will have to occur during the interview. Along with the obvious (ease of manner, good grooming), look for these qualities and abilities:

Literacy. Basic skills are as important in vocational education as in any other program. To expect less of your teachers—and give less to your students—does a great disservice. There are any number of auto mechanics, carpenters, and electronics technicians who also have a good general academic background (I know of an expert plumber with a master's degree in Russian history, for example). Provisional teachers who can speak, read, and write well are the most successful vocational instruc-

tors because they are able to develop curriculums, prepare budget projections, and handle all the paperwork concerned with managing a shop or laboratory—in addition to classroom assignment, of course.

Commitment to original specialty. You want to hire a person who enjoys his field but wants to use special skills in a different way—not one who wants to avoid work that has become boring or hateful. Students will pick up a negative attitude toward a vocational subject quickly—and with disastrous results. Ask a candidate why he entered his field originally, what he likes about it, and why he wants to leave direct practice of his specialty. Those applicants who are looking for an escape hatch—or just any job—are not for you.

On the other hand, the need for a regular rather than a seasonal income or for less physically taxing work are valid reasons for an applicant to switch from active participation in a trade to teaching about it. Many older workers in skilled trades can no longer take the exposure and heavy physical demands required in construction, yet they are eminently qualified by long experience to instruct young people. And—generation gaps notwithstanding—the more experience these teachers have, the more respect they are accorded by students.

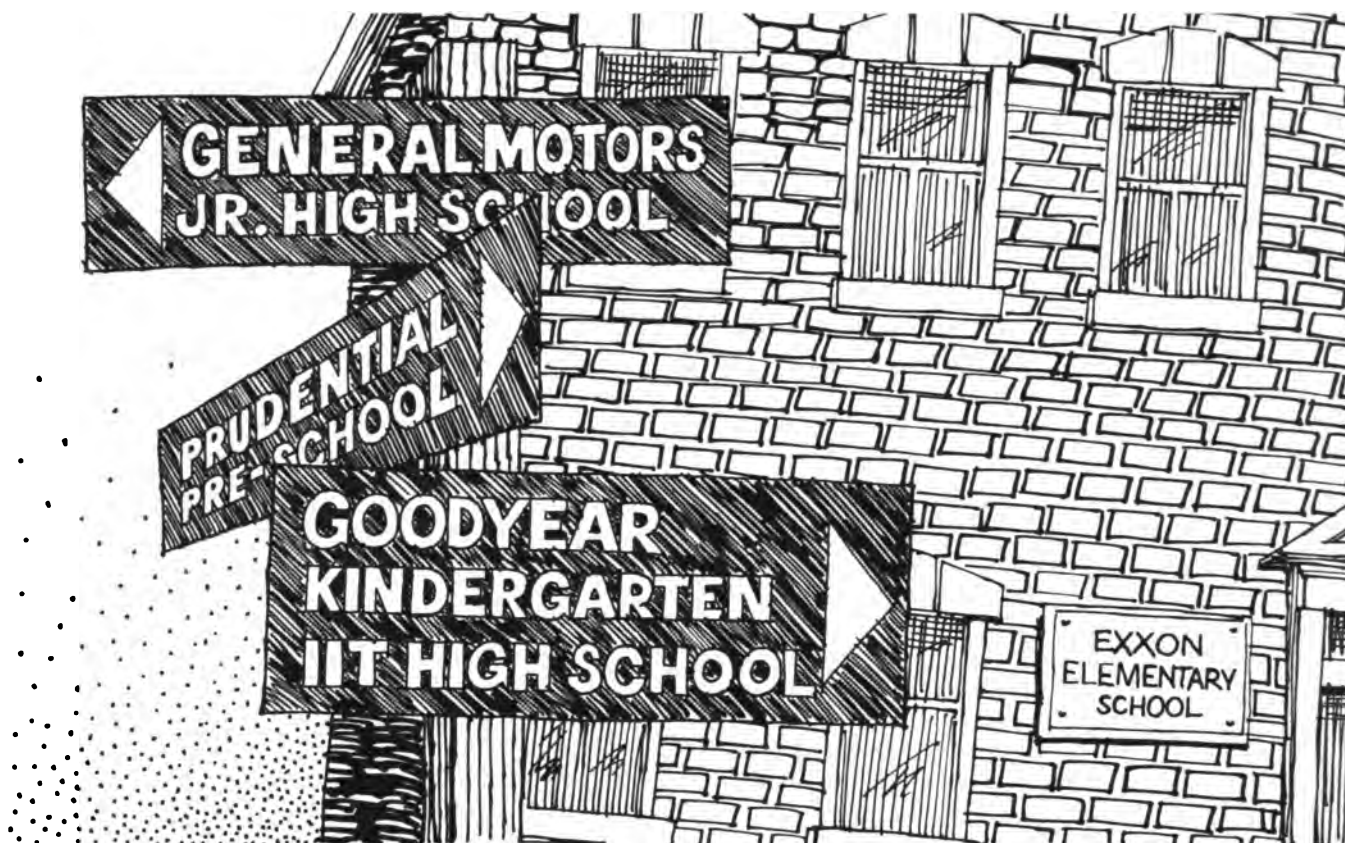
Breadth and depth of experience. Your teachers will need both kinds of experience, particularly if yours is a comprehensive voc. ed. program. Two illustrations: An auto mechanic who has worked for seven years at only one company as a wheel alignment specialist may have great depth in that one area—but he will be too limited to teach other aspects of automotive repair and maintenance. A skillful carpenter who is a master at explaining the proper use of tools will be less useful for a school house building project, unless he also can order materials, schedule work, and direct subcontractors in other trades.

Commitment to teaching. Many of

your candidates will subscribe to the popular myth that teaching is an 8 to 3 job with lots of vacations. Be sure to explain carefully the job's teaching and administrative responsibilities—plus extracurricular assignments, such as club sponsor or hall monitor duty. Applicants also should understand that their appointments will be provisional until they have completed normal certification requirements. Would-be teachers who blanch at the rigorous schedule facing them can be eliminated forthwith.

Flare for teaching. Though many competencies have been identified and can be developed in a new teacher, some people have a "feel" for teaching that puts them ahead of the pack. How can you spot this special quality? One way is to give the applicant a chance to demonstrate it: During the interview, ask a question on some point in the applicant's field. For example: "I've never been able to understand the difference between regular arc welding and submerged arc welding. Can you help me out?" The born teacher will leap at the chance, starting with questions about what you already know in order to provide a foundation for his explanation. He should show enthusiasm for his work and a genuine concern that you understand his explanation before he drops the subject. You may find out more than you want to know about arc welding, but you will also learn how the applicant might approach a class and be better able to judge his ability to communicate knowledge.

When the chips are down, the success of a vocational education program depends less on a well-developed curriculum and good equipment than on the experiences, personalities, and enthusiasm of the instructors. Nonaccredited teachers from business, the armed services, and industry have shown that they can excel in their own fields and translate their abilities to education. To search them out is well worth the effort. □



Education might be the next victim of a corporation takeover

By Russell Doll

SCHOOL people may lower their heads and bemoan the changes that have swept through public education in the past three decades, but they haven't seen anything yet. What many school board members and administrators—even government officials—don't realize is that even greater changes are on the way, including perhaps the abolition of public education as we now know it. *Instead of public schools operated by local citizens and supported by local taxes, what the future may hold, I believe, is an educational system in the United States controlled by large corporations.*

Before you turn the page in disbelief,

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consider this: Currently, multinational corporations (M.N.C.) are competing for economic parity with the world's nations. It's estimated that, in 1974, global corporations had \$200 billion in physical assets; the average growth rate of successful corporations is two to three times that of most advanced nations—including the United States. Many corporations' budgets exceed the gross national products of leading countries: Goodyear Tire has more capital than Saudi Arabia; General Motors is richer than Switzerland, Pakistan or South Africa; and Royal Dutch Company has assets greater than Iran, Venezuela or Turkey.

Because M.N.C.'s are so large and powerful, they increasingly will control the decisions made in individual nations regarding issues such as health care and education. And, without sounding as if a conspiracy was afoot, consider that

these corporations do not always have strong ties to any one nation. For example: 40 percent of the net profits of the largest 298 American-based M.N.C.'s is earned outside the United States. About 75 percent of the assets of the U.S. electrical industry is based abroad; 50 percent of the \$100 billion invested by the petroleum industry is overseas. It's estimated that the time is fast approaching when products accounting for 90 percent of the overseas sales of U.S.-based corporations will be manufactured abroad by American-owned and controlled subsidiaries.

George Ball, former undersecretary of the Treasury and noted economist, points out: "Corporations that buy, sell and produce abroad do have the power to affect the lives of the people and nations [and that power] necessarily challenges the prerogatives and responsibilities of political authority." Or, what's

good for G.M. now is good for the world.

What does this all mean for public schools and school board members? Plenty. But before I get to the scenario for an M.N.C. coup in public education, let's take a look at the conditions that make public schools ripe for such a takeover.

Funding. A complex society has many institutions that are vulnerable to subtle changes in the economy, and education is one of the more vulnerable. In the past three decades the amount of local money funding public schools has dwindled while the federal government and the courts have increased their influence on the finances and policies of public schools. Add to this situation the ravages of inflation on the family budget: An average wage earner increasingly will be forced to spend a maximum part of his budget on necessities such as food, heat, and housing. Because of this monetary squeeze, people will be forced to change their priorities as they struggle to pay for the necessities of life. All this, along with increased disenchantment with public education (see next item), will put public schools low on the wage earner's list of priorities.

Public disenchantment. On top of the funding problem add the fact that schools constantly are under attack—by the public and major corporations—for failing to teach basic skills that can be used in the market place. Not only are schools criticized for failure to teach basics, but the decline in traditional technology and the demand for new skills makes public school education increasingly obsolete. At the same time schools have been criticized for failing to teach basic skills, they also have been suffering under the obligation to help perfect national social policy—integration, bilingual education, education for handicapped children—with which many parents disagree. In short, public schools over the past three decades have been called upon to promote equality while being criticized for failing to prepare students to live in a complex and changing world.

This means public schools are caught in a nasty squeeze. Parents can no longer afford, or are unwilling to support, public education programs through local property taxes. Money's tight, federal mandates are stiff, and the world's resources are beginning to dwindle. It is at this point that the M.N.C. steps in.

Corporations will first enter the edu-

cation field in an effort to meet their own labor needs. The age of computers has changed the way corporations operate; the labor force needs increasingly sophisticated skills. Because the skills needed by employers—the ever-growing M.N.C.—change rapidly, corporations have been forced to train their own employees. These companies will do what a sluggish and outdated educational system can't.

For example: The Rand Corporation predicts that the world has only a 60 to 90-year reserve of oil and that, in the future, oil will have to be produced from abundant shale supplies. Such a move—or a move to a nuclear or solar society—will take monumental technological and experimental advances. It's obvious that public schools—because they are bogged down with the task of carrying out social policies—may not be able to teach students the skills needed to survive in this not-too-distant future. So it becomes clear that the organizations best equipped to educate kids are those that have the financial resources; that can operate outside national boundaries and loyalties; that need not worry about political constituencies; that can be cold and coolly efficient in their operation. Global corporations fit this description precisely.

At the same time, as disenchantment with the social role that public schools have been forced to adopt continues, parents will take their kids out of public schools and put them in private academies. Large corporations will be asked to contribute actively to the support of these private schools. After all, it will be in the corporations' interest to fill the educational vacuum and to bring some degree of stability to education that is free of government control. Corporations will become part of the support system of private education.

This corporate entry into education could very well start with companies paying for the education of employees' children in private schools. Individuals cannot "write off" (for tax purposes) private school education expenses, but corporations that provide education benefits to employees' children might write off these expenses as part of the cost of doing business.

As M.N.C.'s increasingly underwrite the cost of private schools, corporate officials probably will conclude that their companies can do the job cheaper themselves, and with curriculums more to their liking. Eventually, we may see

corporate private schools run by a consortium of corporations. Public schools, where they continue to exist, will serve primarily the poor; private and company schools will train the technicians and future elite corporate managers. It is at this point that public education, as we know it, will begin to fade away.

Sound farfetched? Sure. But consider the mechanisms—already in operation—that provide for increased business involvement in public schools. For example: 50 carefully selected Ph.D.s currently are attending a Careers in Business project, a pilot venture aimed at easing the oversupply of humanities professors. The program is funded by grants from A.T.&T., General Motors, Sun Chemicals and Prudential Insurance, and is being closely observed by the business and education communities to see if eggheads can be shaped to fit into the corporate mold.

What's more, the American Council on Education has issued a report showing that 610 corporations spent an estimated \$2 billion on employee education programs in 1975. These figures are out of date and reflect only direct expenses for education—not the salary and benefits of employees. Some 89 percent of the companies in this group offered tuition aid programs for some 1.3 million employees. When asked why the companies were spending such a large sum of money to educate workers, most company officials stressed that public school preparation of workers was "inadequate or poor." What's more, most of the firms surveyed already had hired outside educational consultants, and 40 percent of the companies surveyed employed 45,000 teachers on a full-time basis. These teachers were given pay and benefits on the same scale as regular employees. Contrasted to life in academia or in a major school system, these teachers are living in Fat City.

This trend is growing. In a survey given to 90 presidents of some top American corporations, 81 percent indicated that higher education in this country was only fair—or a failure. But when asked if their corporations might be interested in joining with other businesses to start their own university, 86 percent answered yes.

In the future we may see I.B.M. University drawing students from Edsel Ford High, a select company school that only takes the top students from Pet Milk Elementary. □

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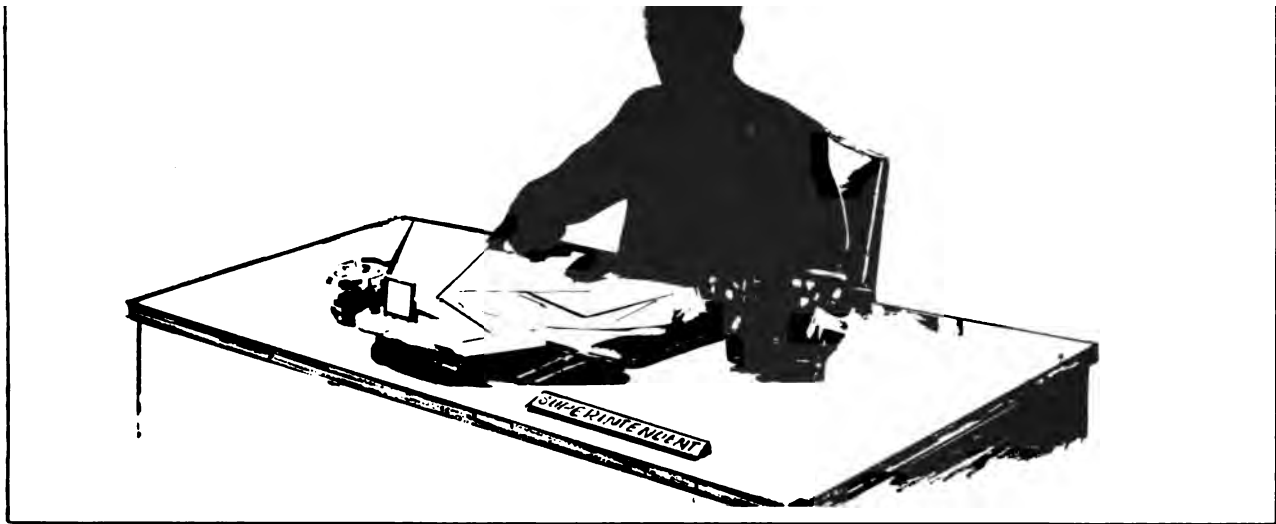
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Some folks commute into New York every day; most don't. The town is proud of its well-kept homes and gardens, good churches and schools. Branford is a typical American town—you know, *"If you've seen one, you've seen them all."*

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new for boards to buy

From small tape cassettes to big yellow buses, a multitude of new products and services awaits the thousands of school board members, school administrators and other education leaders who are expected to attend the 1979 convention and exposition of the National School Boards Association next month (April 21-24) in Miami Beach. This month's *New for boards to buy* department takes you through a preview of some of the wares that you can see and discuss as you browse the aisles making your purchase plans.

Pictures on the next few pages are numbered, and the same number appears in **boldface type** in the following text describing the picture and providing the number of the convention booth in which the product or service can be viewed.

If chairlifts (1) are required to make your buildings accessible to handicapped students, the American STAIR-GLIDE Corporation has them at Booth 472 . . . Nutrition education (2) is featured by the National Dairy Council in Booth 610 . . . Decorative animal designs to brighten your elementary school classrooms adorn the window shades (3) manufactured by Charles W. Rice & Com-

pany, Inc. Look for them at Booth 403 . . . Are your high school students troubled by poor reading and study skills? Then check the special reading programs (4) displayed by Learn, Inc. at Booth 752 . . . A zig-zag and stretch sewing machine (5) offered by Singer at Booth 455 also converts to accommodate flat or tubular fabrics . . . A chair designed

for professional musicians to provide comfort and correct posture (6) has been adapted by the Wenger Corporation for school use and can be seen at Booth 641 . . . School buses for every need are lined up for your inspection: Wayne (7) is at Booth K; Carpenter Body Works (8) at Booth B; Blue Bird Body Works (26) at Booth L . . . The Safe-T-Tonics Corp. displays two new models of their school bus driver alert systems (not pictured) at Booth 852 . . . How to clean up the nitty-gritty in school carpets is the message at Booth 502, where Windsor Industries, Inc. displays steam carpet cleaners (9) . . . Talk to the folk at the Council for Exceptional Children in Booth 509 for the latest on education for gifted and handicapped children (10) . . . And check in at Booth 371 to see new accessories for Xerox 9200 and 9400 duplicators (11) . . . Colorful, space-saving seating units (12) by Plymold are on display at Booth 747 . . . Interkal, Inc. is eager to show you its all steel, vinyl coated telescopic bleacher unit (13) at Booth 101 . . . At Booth 435, Sico In-

For Free Information on these wares

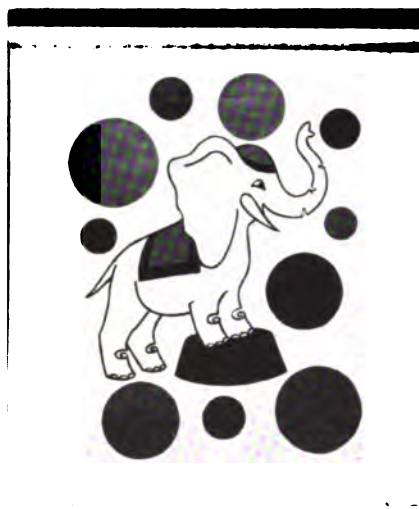
You can obtain (without cost or obligation, of course) more information on any of the products and services featured on pages 54 through 57. Note the boldface number accompanying each illustration and product description; then circle the same number on one of the postage-paid reader service cards in this issue (facing pages 58 and 61).



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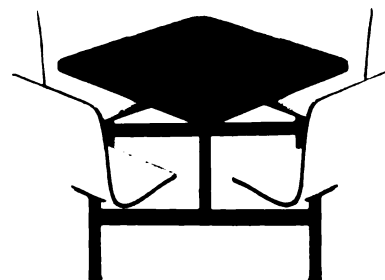


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corporated will show you how to turn your gymnasium into a theater with their mobile, multi-height, folding stages (14) . . . Renovation is the watchword at Booth 529, where American Seating displays new molded plastic seats and backs (15) that can be attached to the Amseco frames installed in your school back in the 50s . . . You won't believe how flexible a swimming pool can be until you talk with the people from AFW Company at Booth 432 and hear about movable pool



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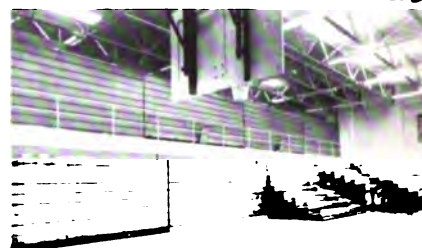


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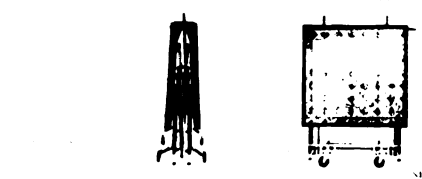
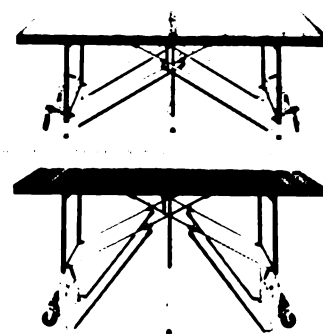
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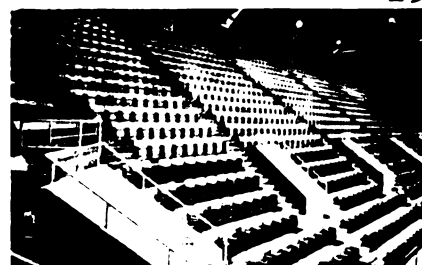
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new for boards to buy

floors and vertical walls (16) . . . At Booth 717, Rauland-Borg will show you a neat desk top communication control center (17) . . . If you want to beef up coeducational phys ed in your schools, consider the sport diver learning system (18) displayed by Jeppesen Sanderson at Booth 510 . . . Not pictured here, but look for them at the exhibit: Equipment for grounds maintenance, tractors, and school buses (19) displayed by International Harvester at Booth C . . . Publications and services to help school people adapt to zero-base budgeting (20) are offered by the Association of School Business Officials at Booth 474 . . . More products and services on school management (21) are available from McGinnis Associates at Booth 438 . . . The Mascot portable electric scoreboard (22) is the pride of All-American Scoreboards shown at Booth 624 . . . The Gestetner Corporation people at Booth 516 can tell you how their Publishing Activities Center program (23) can improve reading and writing as well as promote career awareness in elementary school children . . . Individualized instruction in math and reading for primary grade schoolers (24) is the core of the Akron

Follow Through Program, which you can learn about at Booth 856 . . . Free brochures offering practical advice for parents and teachers on working together (25) are available from the Association of American Publishers at Booth 712 . . . At Booth 429, you'll see the Classmate 88 algebraic calculator (27) Monroe has on display . . . Step over to Booth 720 and try Garrett's adjustable stools (28) . . . Checkpoint's electronic security system (29) will foil filchers in your library; see how it works at Booth 259 . . . Decorated with characters from "The Wiz," A.R.A.'s

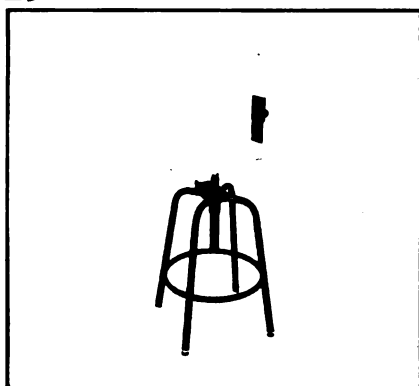
Type A lunch packages (30) are a bright spot at Booth 547 . . . From Milton Bradley at Booth 612, a system of games and puzzles to smooth the path of pre-schoolers learning how to read, "Experiences in Reading Readiness" (31) . . . Looking for new sports equipment? Try Jayfro's portable folding soccer goals and nets (32) at Booth 408 . . . You can



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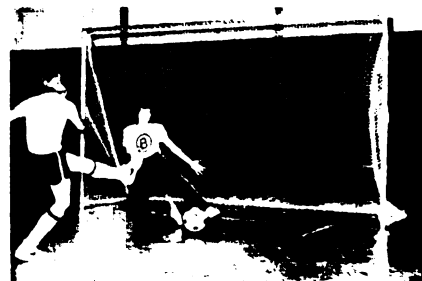
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check out new gym lockers (33) from De Bourgh at Booth 541 . . . The newest in word processing machines from I.B.M. (34) are on display at Booth 518 . . . And Aetna Life Insurance Company (35) has produced a filmstrip on pedestrian safety for your elementary school children. You'll find it at Booth 417 . . . More filmstrips, plus books and classroom furniture from Childcraft (37) are

shown at Booth 407 . . . Stadiums Unlimited (38) are showing their interlocking aluminum bleacher seats and footboards at Booth 1 . . . Don't leave without calling on the folk at Booth 723, where a warm welcome from staff members of *The American School Board Journal* (39) and *The Executive Educator* (40) awaits you. □



34



35



33

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Your opinion, please: How 'political' should board members be?

Politics—a game, a war, an amusement for crooks and fools. On page 36 of this issue, John R. Riggs disagrees with those definitions and urges school board members to operate as politicians (the legislative model) rather than trustees (the corporate board model). Our question for this month's *Ballot Box*: "How 'political' should school board members be?" From one of the lettered choices listed in the subsequent paragraphs, select the answer that most closely reflects your opinion and circle the corresponding number on the postage-paid card facing page 58. Please select one answer, but add your comments in the space provided on the card. Results of your voting will be reported in the May JOURNAL.

A. Years ago public schools were removed from partisan politics—and for good reason. School board membership is difficult enough without increasing animosities by injecting partisan politics. Wise men separate politics from education; let's keep it that way.

B. Board members have the best of all possible worlds: They can behave as

politicians occasionally but still stay free of partisan involvement. Education has no right wing, no left wing, no party line to serve, so board members should act like legislators (when necessary) yet still retain their role as school trustees.

C. Democracy calls for ordinary citizens to become involved in the operation of social institutions, and public education should become part of this political involvement. Let school board members find their constituencies and fight to represent these interests. Public schools are too important to be left to

trustee-type board members who don't understand how people in the real world get things accomplished.

D. Let's have school board members pull off the gloves, become members of political parties, and really get into the fight for public schools. Only with full political clout can school board members effectively fend off those who would take over public schools. If board members continue as political eunuchs, they will be reduced to begging for whatever scraps state and federal politicians care to throw them.

How to vote

It's important, free and easy. And it makes your opinion count with school leaders from across the U.S. and Canada. Here's how to vote: Locate the *Ballot Box* section at the bottom of the reader reply card on page 59. Mark your choice by letter, detach the card, and drop it in the mail—we've paid the postage. You need not sign your name, but please check the appropriate box in order to identify yourself as a school board member or administrator. If you care to, write a comment or two across the ballot. We'll tally your votes and publish the collective opinions of readers on the question in the May JOURNAL.

Last round's findings: Everyone wants closer ties with business

For the first time in *Ballot Box* history, school board members and school administrators came down totally in favor of one side of a question. The January question: "How close should business get to schools?" The answer: *All* respondents indicated they wanted closer ties between local businesses and public schools.

The first two choices in the January *Ballot Box* indicated reluctance in having businesses work closely with schools—because of ethical reasons or bureaucratic entanglement. *Not one* of the voters selected from these two choices.

Instead, our educator respondents were evenly divided between the last two

choices, one of which suggested that business leaders serve on a superintendent's advisory council and function as teacher advisors and counselors. The other choice would have businesses provide whatever help they could, including manpower, skills and materials, for public schools. "With the taxpayers' revolt raging, how can schools survive without the help of business?" asks one New Jersey board member. But a Connecticut board member points out: "The marriage of business with education can be effective only when educators stop being overly protective of their profession and recognize the fact that 'real world' education is an essential ingredient of a student's future."

One board member from Ohio warned that "the school system needs to 'hold the reins,' but local businessmen can be especially helpful with work-study programs that allow students to help make career choices." One of our advertisers wrote: "How can educators prepare students for a changing world without the help of that world—business included?" And an Oklahoma superintendent chided us for asking such a question. "Of course schools need the help of business, even if *The American School Board JOURNAL* is biased against it. Which is amazing considering the heavy commercial advertising the JOURNAL carries." □

THE AMERICAN
SCHOOL BOARD JOURNAL

MARCH 1979

(Void after May 1, 1979)

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Name

(please print)

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Read this month's Ballot Box (see contents for page number) and cast your vote by marking the appropriate box at the bottom of this card. You may also use the space on this card for any comments you have about the Ballot Box proposition in this issue.

- ☐ Board member ☐ Principal
☐ Superintendent ☐ Other

Your name (optional)

School district name and address (optional)

THE AMERICAN
SCHOOL BOARD JOU

MARCH 1979

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| <input type="checkbox"/> Curriculum | [|
| <input type="checkbox"/> Flooring | [|

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MARCH 1979

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washington report

SCHOOL BOARD MEMBERS AND ADMINISTRATORS MAY HAVE TO START WORRYING ABOUT A WHOLE NEW AREA OF POTENTIAL DISCRIMINATION IN SCHOOLS. The new focus of concern is vocational education, which is coming under the scrutiny of the Department of Health, Education and Welfare's Office for Civil Rights. New guidelines for the detection of bias should be in final form in time for next school year. The issues are familiar: disproportionate enrollments of men or women, blacks or whites in certain fields of study. H.E.W. can cite statistics showing, for example, that skilled trade fields are dominated by white, male students, while blacks are in disproportionate numbers in semiskilled fields and women cluster heavily in clerical and secretarial studies.

Such statistics by themselves are not indication of bias, but the burden is on the school system to show that all sexes and races have been given a fair chance at the various occupational programs. H.E.W. seems particularly interested in seeing that non-English speaking and handicapped students are not discriminated against in vocational schools. The first level of compliance will be with state agencies, which are expected to draw up enforcement programs and report on their implementation to H.E.W.

THE SUPREME COURT WILL REVIEW THREE IMPORTANT CASES DEALING WITH DISCRIMINATION BASED ON RACE, SEX AND HANDICAP. The race bias

case amounts to another look at a decision the court made two years ago involving school desegregation in Dayton, Ohio. At issue is how much desegregation—and busing—is required once discrimination has been found. A companion case from Columbus, Ohio, should help determine the extent of busing favored by the court.

The handicap case, which involves a college, goes to the heart of the question bothering many schools these days: What degree of handicap makes a person ineligible for an education program—and who makes that determination? The case before the court deals with a community college in North Carolina and a hard-of-hearing woman seeking admission to a registered nurse program. The key Section 504 of the Federal Rehabilitation Act says “no otherwise qualified person” can be excluded from any program receiving federal funds; the college said the prospective student was not qualified because of her handicap. A federal district court judge agreed with the college, but an appeals court said she was discriminated against. Now the Supreme Court has taken the case, presumably to further define the law.

The sex bias case deals with the relatively narrow—but important—issue of whether a person can sue in federal court under Title IX, the law barring sex bias in federally supported education programs. In this case, a 39-year-old woman was denied admission to the University of Chicago Medical School because of her age. She contends that the denial amounts to sex bias, because many women are older when applying to professional schools as a result of marriage and childrearing. If she wins her case, colleges and school systems are likely to face more sex bias suits, because courts may offer quicker solutions than do administrative remedies.

WHAT'S SAID BEHIND CLOSED DOORS MAY HAVE FIRST AMENDMENT PROTECTION IF AN ISSUE OF EMPLOYMENT RIGHTS IS INVOLVED. A unanimous Supreme Court has ruled that a Mississippi English teacher, who told her principal in a private conversation that she considered school policies racially discriminatory and then was fired, was protected by the First Amendment's free speech provision. To prevent fraudulent free speech claims by aggrieved employees, the court acted cautiously in the case, sending it back to a lower court for a rehearing at which the school board can try to show there were other valid reasons for dismissing the teacher, Bessie B. Givhan. School officials had argued that her complaint to the principal was not the reason for her dismissal; they said other issues, including her refusal to administer standardized tests and her “downgrading” of papers submitted by white students, were involved.

SPEAKING OF CLOUT, IT STILL REMAINS A TRUISM HERE THAT THE SINGLE MOST POWERFUL INTEREST GROUP IN EDUCATION IS VOCATIONAL EDUCATION. Witness the latest flexing of muscle: The Carter Administration's budget office was determined to trim back social programs (including education) in the proposed 1980 budget. One of the prime targets was the vocational education basic grant program, which the budget office wanted to cut in half from its current \$475 million level. But the voc. ed. supporters and their friends on Capitol Hill brought intensive pressure and the White House relented, completely restoring the proposed cuts. Not so successful was the impact aid lobby. That program has a proposed \$357 million cut through elimination of all payments—for “B children”—made to local

(Continued on page 65.)

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THE AMERICAN SCHOOL BOARD JOURNAL

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school districts. (These are children of parents who work, but don't live, on federal installations.) The final chapter in that battle will be fought in Congress, where impact aid boosters usually win out. Over-all, and with many groups manning the battlements, the proposed budget office cut of \$2 billion in education programs was turned into a \$250 million increase.

A KEY PROTEGE OF H.E.W. SECRETARY JOSEPH A. CALIFANO JR. NOW HOLDS WHAT IS REGARDED AS THE NUMBER TWO JOB IN THE U.S. OFFICE OF EDUCATION. James Pickman has been moved from his job as deputy executive H.E.W. secretary to executive deputy commissioner for resources and operations, a position with management and budget control. Pickman, a graduate of Princeton and of the Harvard University Law School, is expected to have a major hand when (and if) the transition from *office* to *department* of education takes place.

THAT NATIONWIDE IMMUNIZATION PROGRAM IS GOING WELL, SAYS H.E.W. SECRETARY CALIFANO, WITH MOST STATES PARTICIPATING AND CHILDHOOD DISEASE RATES PLUMMETING. The secretary said 47 states now have laws requiring immunization of school children and 31 are actively enforcing them. Califano said the incidence of measles is down 53 percent; rubella, 11 percent; diphtheria, 13 percent; mumps, 21 percent.

THE INTERNAL REVENUE SERVICE KEEPS MAKING LIFE MORE DIFFICULT FOR THE NATIONAL EDUCATION ASSOCIATION. Last year, I.R.S. reclassified the teacher organization from its former designation as a nonprofit business to a new designation as a nonprofit labor organization. That change in category was followed by a government suit charging that N.E.A. had to make full financial disclosures. A federal judge agreed and N.E.A.—like other major labor unions—now will have to reveal detailed financial information, including salaries of its top executives.

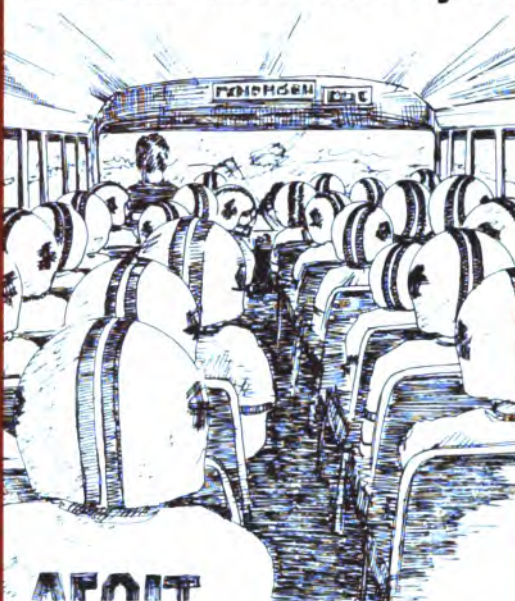
H.E.W. HAS GIVEN INDICATIONS OF LATE THAT WHILE SCHOOLS ARE STILL SUBJECT TO TITLE IX, A REASONABLE POINT OF VIEW WILL PREVAIL. Secretary Califano recently declared that his department would not enter a sports issue that is of concern only to Iowa, Arkansas, Oklahoma and Tennessee. The issue: Whether high school girls can continue playing the half-court, six-team member basketball version that is immensely popular in those states. Califano said H.E.W. should not get into the business of telling school systems what kind of basketball rules they can use. H.E.W., however, did remind schools that they are still subject to Title IX provisions.

BILINGUAL EDUCATION IS SURVEYING ITS PROGRAMS AROUND THE NATION TO MAKE SURE THE MOST DESERVING CHILDREN ARE BEING SERVED. A couple of years ago a survey found that only about one-third of the children in bilingual demonstration projects were of limited English-speaking ability—the target group under the federal legislation. The Bilingual Education Office here has set a goal of 60 percent limited English-speaking students in the demonstration projects by next Oct. 31. To compile profiles of students in bilingual projects, and thus determine who is being served, survey forms are being sent to more than 500 schools. □

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Boards must meet language needs

By Margaret S. Buvinger
President
National School Boards Association

If there is one arena in which local control makes good sense it's in meeting the special needs of non-English speaking children. The reason is simple: Different groups in a variety of communities across the U.S. have special needs that are best met at the local level.

But the problem is being complicated by efforts of the Office of Civil Rights to take guidelines that were developed for San Francisco as a result of the *Lau* case and impose them on all school systems. Quite aside from the fact that the *Lau* "guidelines" were never published as such, and that local school systems never had a chance to comment on them, it ought to make sense to school board members (if not to government officials) that one set of compliance rules developed for one school system may not fit the needs of 16,000 individual

school systems.

In short, the situation is complex and won't be eased by imposition of uniform rules. In some cases, for example, students speak and read English even though the language used primarily in the home is not English. In other cases, students may have only a partial understanding of the English language yet may be able to adapt to learning in English if special remedial help is available. But what is clear is that school systems, assessing their own resources and the needs of their limited-English speaking children, can, on their own, develop ways to provide a full and proper education for these children.

One stumbling block to providing this education is the confusion springing from the need for instruction in other languages with the need—or desire—to preserve cultural heritages. This, again, can best be planned for at the local level where programs can be tailored to meet the needs and desires of the system's parents and students.

Certainly it is appropriate for schools to teach children in the language in which they best can learn. If a child's use of English is limited, he may need instruction in his own native language; where there are special problems school systems should be allowed to experiment and develop their own ways of meeting these needs.

This much is clear: having the federal government set fixed programs making all school systems in the country—large or small, rural or urban, single minority or diverse minorities—abide by these rules simply is not a realistic answer.

NSBA will continue to work for the right of local school systems to determine their own needs and develop their own programs for non-English speaking children. We will grant to the federal government the right to require timely action and demand progress reports on the efforts that school systems make to meet these special and important needs.

The realities of power are harsh

By Thomas A. Shannon
Executive Director
National School Boards Association

An interesting perception of what is happening to the governance of the public schools in the U.S. was examined recently at the Harvard Seminar on Education sponsored by the Education Writers Association. Professor David K. Cohen said "the central political problem of American education is a simple paradox: While formal governance arrangements vest nearly all authority and power in local and state education agencies that are either elected or accountable to elected officials, power and authority have been gradually accumulating in the hands of people who are neither elected nor accountable to anyone who is."

Some recipients of new power and authority, Cohen said, are private testing agencies [which decide what

education's aims are), textbook publishers (which influence the curriculum), and organizations of educational professionals (which influence a wide range of public school policy and financial decisions).

These are "realities of power," said Cohen, and they are "at odds with the formal political arrangements by which public schools are supposed to be governed." As a result of this paradox, he declared, "political accountability is diminishing, and the political influence of democratically unaccountable groups is growing."

Cohen examined a couple of ways to eliminate the paradox. One is to rearrange the social structure on a collective-like basis by changing the division of labor in child rearing, combining work and learning, restructuring family roles, and decentralizing economic functions as on some kibbutzim in Israel. The other is to accept the continuing existence of the

present American social structure but "devise or adapt [political] organizations more compatible with modern social structure."

Such political organizations operating within existing social order could include a state educational "inspector general" independent of the state board or department of education; citizen advocate groups similar to public interest law firms; citizen political action groups; legally mandated parent or citizen involvement in educational policy and program development, and independent school board staff. The idea behind the independent school board staff, Cohen said, "is that if school boards had their own staffs, instead of depending upon professionals in the administration, they could act more independently."

If one assumes in *arguendo* that the "Cohen Paradox" is true (and a good

(Continued on page 53.)



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write us a letter

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Breakfast controversy

SIR: I believe your lead item in January's *Journal after the fact [Why Do School Boards Refuse to Feed Kids?]* failed to state a most important reason for the reluctance of many school boards to implement a school breakfast program: Money!

Although the U.S. Department of Agriculture provides a tremendous amount of nutritious food to local school districts at minimal costs, it does not contribute toward the management and operation of school lunch or breakfast programs. Rather than fearing the adverse reactions that parents might have to school breakfast programs, boards really fear the hidden costs of implementing these programs. Increased hours and salaries for cooks, cafeteria workers, custodians, supervisory personnel, and bookkeepers are causing many school districts to take a cold, hard look at providing school

breakfasts. To quote a common expression: There's no such thing as a free lunch—or breakfast!

H. ALAN BROWN
Director of Elementary
Education and Reading
Seekonk, Mass.

SIR: I take issue with some of the reasons given for why boards refuse to feed kids. Busing and tight schedules do not need to interfere with learning and if a well-fed student learns better and more quickly than a hungry student, then the time taken to serve a meal is more than worthwhile.

Our district covers several hundred square miles but we were able to find time to feed our children a good breakfast. The younger children are served breakfast as soon as they arrive at school, and the junior and high school students eat breakfast between their first and second hour classes. We have found that, under this system, many more students are ready for breakfast—and the system also gives faculty a break in the morning to relax.

Seventy percent of our students come from low-income families where an adequate breakfast probably would not be served at home. A little extra time in scheduling is well worth the rewards in education.

ROBERT A. MONROE
Business Manager
Waubay, S.D.

SIR: Long ago I was convinced that a hungry child usually is a poor learner. We implemented a breakfast program this year and my only regret is that we didn't institute one years ago. Many of our students admit to not eating breakfast at home for one reason or another, and I see them each morning eagerly hurrying to the cafeteria for breakfast. These students start their day with a pleasant social experience with peers, and some teachers have reported marked improvement in attentiveness and motivation in their classrooms. Our school nurse cites a decrease in visits from her former chronic complainers—now that they are eating breakfast.

Common sense should tell us that young, active, growing boys and girls in our schools will maintain a higher level of interest and achievement if they start their day with a good meal. We are convinced it's happening in our school.

MARTIN E. HARWOOD
Principal
Laconia, N.H.

Covering a missed opportunity

SIR: You missed an opportunity for a great cover picture for your January issue [*Because schools are burying social promotion, kids must perform to pass*]. The "F" should have been on the taller child (still stuck in grade) and the cap and gown should have been on the shorter child—symbolic of one who moves in proper age sequence.

The notion that every child should or can be made to stay in a grade until he "passes" a percentage of the basics for that grade is pure fantasy. A mandated one-year retention in the primary grades (to help students who need training in the basics) is fine, but being moved along the next year, even though that student still has not "passed" the test, is simply social promotion a year later.

FRED C. SALES
Superintendent
Seaford, Del.

No national competitions

SIR: I agree with National School Boards Association President Margaret Buvinger and her stand against national sports competition for high school students [*Our stand on sports competitions*, JOURNAL, January]. But I wonder why N.S.B.A. limits the ban to sports. We now have extensive national competition for high school students in vocational education groups, for example. Most of the objections to national sports competitions would also apply to these other types of competitions—loss of school time, substantial extra costs, overemphasis on certain contest skills, etc.

The inconsistency of forbidding national competition in sports and allowing it in another activity must look questionable to high school students. I'm not advocating national athletic competitions, but I *am* advocating the elimination of the other national competitions for students.

WAYNE W. BURNS
Superintendent
Decorah, Iowa

M-a-s-s-a-c-h-u-s-e-t-t-s

SIR: An incorrect address was listed with my January article [*Peer Violence Forces Kids Out of School*]. Because someone might want to correspond with me concerning my research, please run my correct address.

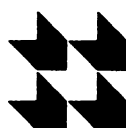
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AIR FORCE 

Corporate boards can learn lesson from you

By Gregg W. Downey

Here's a book to warm the cockles of every school board member's heart. The central theme: Directors of the board (in this case corporate boards) are dominated by management, but they needn't be.

Edward McSweeney, a veteran industrial consultant, directs *Managing the Managers* to those who sit in corporate board rooms, but the most pertinent passages are remarkably apt for school board members. The chapters on the "sorry lot" of board members, the qualifications, duties and responsibilities of board members, board member liability, executive compensation versus director compensation, and evaluation of management all will strike familiar chords for school people.

"Legally," McSweeney says, "directors are responsible for managing the affairs of their corporations; actually, they are selected, elected and dominated by the chief executives of management." Sound familiar?

McSweeney's prescriptions for overcoming board impotence, however, might make school board members legitimately feel superior to their corporate counterparts. The techniques suggested for reasserting board control in industry should seem like old hat to school officials.

Gregg W. Downey is senior editor of the JOURNAL.

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For instance: McSweeney considers and rejects the notion of giving corporate directors their own staffs—personnel separate from the regular contingent of managers. "Giving the board . . . its own staff sounds like the most practical and rational means of reducing the ignorance of directors," he says. While some school boards already have adopted the use of their own staffs, McSweeney speculates that boards of directors may never gain this power. "Directors with the courage to propose such an innovation are almost nonexistent. Chief executives who would agree to it are even rarer."

His rejection of that plan is based on the fate of Arthur J. Goldberg, a former U.S. Supreme Court Justice, who was forced off the board of Trans World Airlines for daring to plump for a

separate staff. The issue generates intense heat in the school field, to be sure, but one thing is clear: Few school board members could lose their posts as a result of promoting such an idea.

Some school boards already have implemented another of McSweeney's suggestions for corporate directors—namely creating outside cadres of experts to assess the accuracy of reports from staff. McSweeney suggests, for example, that corporate boards hire independent auditors to look into a variety of fiscal matters "to make sure that the full board gets no surprises in financial data." School boards in some larger systems are reported to have adopted the limited use of outside auditors for budget evaluations. The wisdom or real benefits of such a practice are unknown, but such a move surely would create a touch of insecurity on the part of more than one school administrator.

School board members also might be pleased to discover that boards of education are light years ahead of most corporations in their methods of evaluating chief executives. Most corporate boards approach the subject rather timidly, if at all. McSweeney cautiously offers corporate directors a general checklist with which directors can evaluate a chief executive's performance. After reading these suggestions, school board members may come to understand just how sophisticated their superintendent evaluation processes really are.

Managing the Managers is not must reading for school people; after all, the book's primary focus is on business, not education. But with all the debate swirling through the pages of this magazine, and elsewhere, urging school boards to adopt models of operation mimicking either the legislative or the corporate trustee models, it's interesting to look at some of the problems inherent in that corporate model.

In short, the book's thesis—that boards can and must not become rubber stamps for management decisions—should elicit knowing nods from school board members. And after reading this short but thoughtful book, many board members would agree that commerce may have much to learn about power management from local school boards. □

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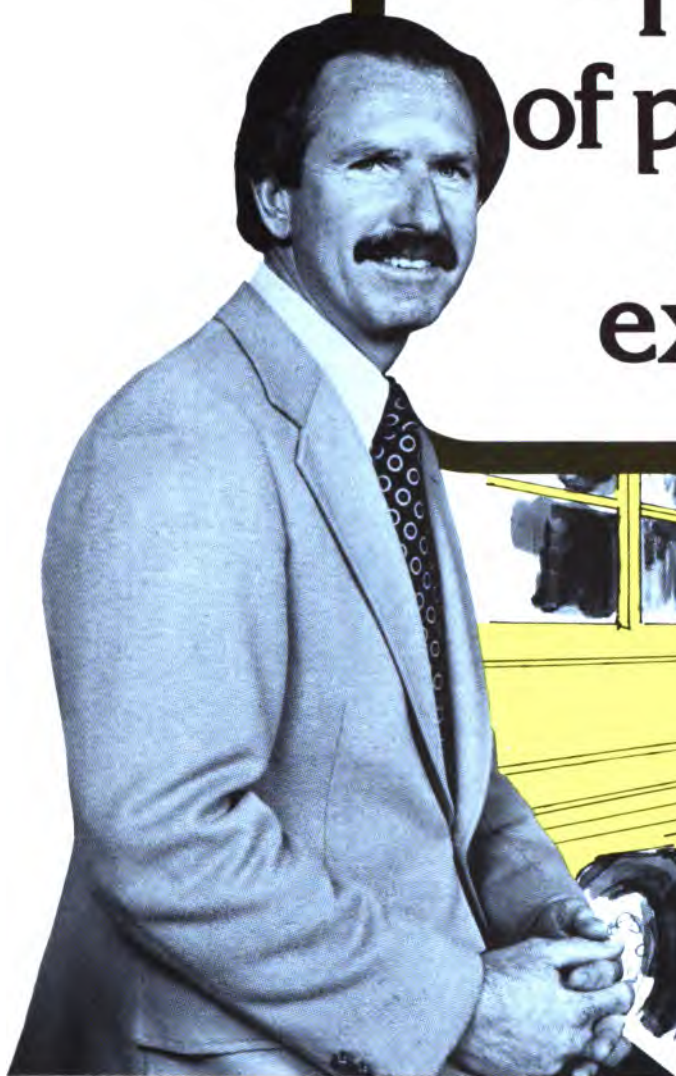
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the Journal adviser what would you do if . . .

. . . students wanted you to finance the building of a house?

The industrial arts class at Ironwood High School has asked the school board for permission to build a small house as the class project for next year. The teacher and students want the board to purchase a lot and advance them the cost of the building materials. This would require a major investment. (The cost of the materials alone would be significantly higher than the yearly budget for regular classroom materials.) Upon completion of the house, however, the building would become school board property and then could be sold or used as the school board saw fit. Students would be responsible for all work done on the house—including obtaining proper building permits and meeting the community's building codes.

Most board members are enthusiastic about the project and believe it would be a valuable learning experience for students. One board member, however, raises a sticky point: John Elsnor explains that this kind of project would take away union members' jobs. "Our good union members need all the work they can get. We shouldn't allow some high school kids to compete with them at token wages—or no wages at all. These union workers are our taxpayers and have families to support. They're not playing around trying to decide which career might be the most fun," Elsnor says.

Other school board members claim that Elsnor's complaints are unfounded, but he's definitely hot under his blue collar. It looks like trouble is brewing.

As a member of this board, what would you do?

A. Allow the project. This is an excellent opportunity for students to gain some solid work experience. After all, your first responsibility is to students, not the unions.

B. Table the whole idea. Adopting a program opposed by the unions could become a political time bomb, so let the proposal sit until you can sniff the political winds.

C. Get more information. The proposal sounds sketchy. Do the students and teacher know what really is involved in building a house? Delay resolution of this matter until the superintendent can gather information on similar projects in neighboring school systems.

D. Regardless of how well the program may work elsewhere, kill the idea once and for all. The school board and students have no business competing with home builders or unions and using tax money for what essentially amounts to real estate speculation.

FOR THE ANSWER, TURN THE PAGE UPSIDE DOWN

ADVICE FOR THE ASKING

If you are plagued with a prickly problem of school board membership or administration, throw it in the lap of the JOURNAL's cadre of consultants known collectively as The Journal Adviser. We'll change the names of persons and places. Then, we'll share the problem and its suggested solution with our readers. Write: The Journal Adviser, The American School Board Journal, 1055 Thomas Jefferson St. N.W., Washington, D.C. 20007.

THE ANSWER: C. Something as important as going outside budgetary constraints—not to mention getting into the real estate business—deserves more than a quick yes or no answer from a school board, regardless of political realities. There may be plenty to recommend going ahead with such a project, but board members first should direct the superintendent to research the topic and should consult with their school attorney to examine possible legal problems. Once the legality of using tax money for such a venture is clarified, and such a proposal is judged in the light of board policy, the political questions can be tackled next. You wouldn't necessarily want to veto the proposal simply because a union (or any other special interest group) might be against it, but neither would you want to okay a sensitive project without being fully aware of all its ramifications.

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About the 1979 N.S.B.A. convention

Handy assistance is what you'll get from these next two pages if you plan to be among the more than 20,000 school board members, school administrators, and other education leaders from throughout the U.S. and Canada who will be participating this month (April 21-24) in the annual convention of the National School Boards Association. Among the convention's numerous educational offerings is a vast display of new products and services for schools. On hand with the display will be experts ready to answer questions from school people.

A list of exhibitors at the N.S.B.A. exhibition is published below, and a floor plan of the exhibition appears on the next page. For still more information, check the March and/or April issues of *The American School Board Journal* for the advertisements of those manufacturers and suppliers whose names appear in **boldface type** on the list that follows.

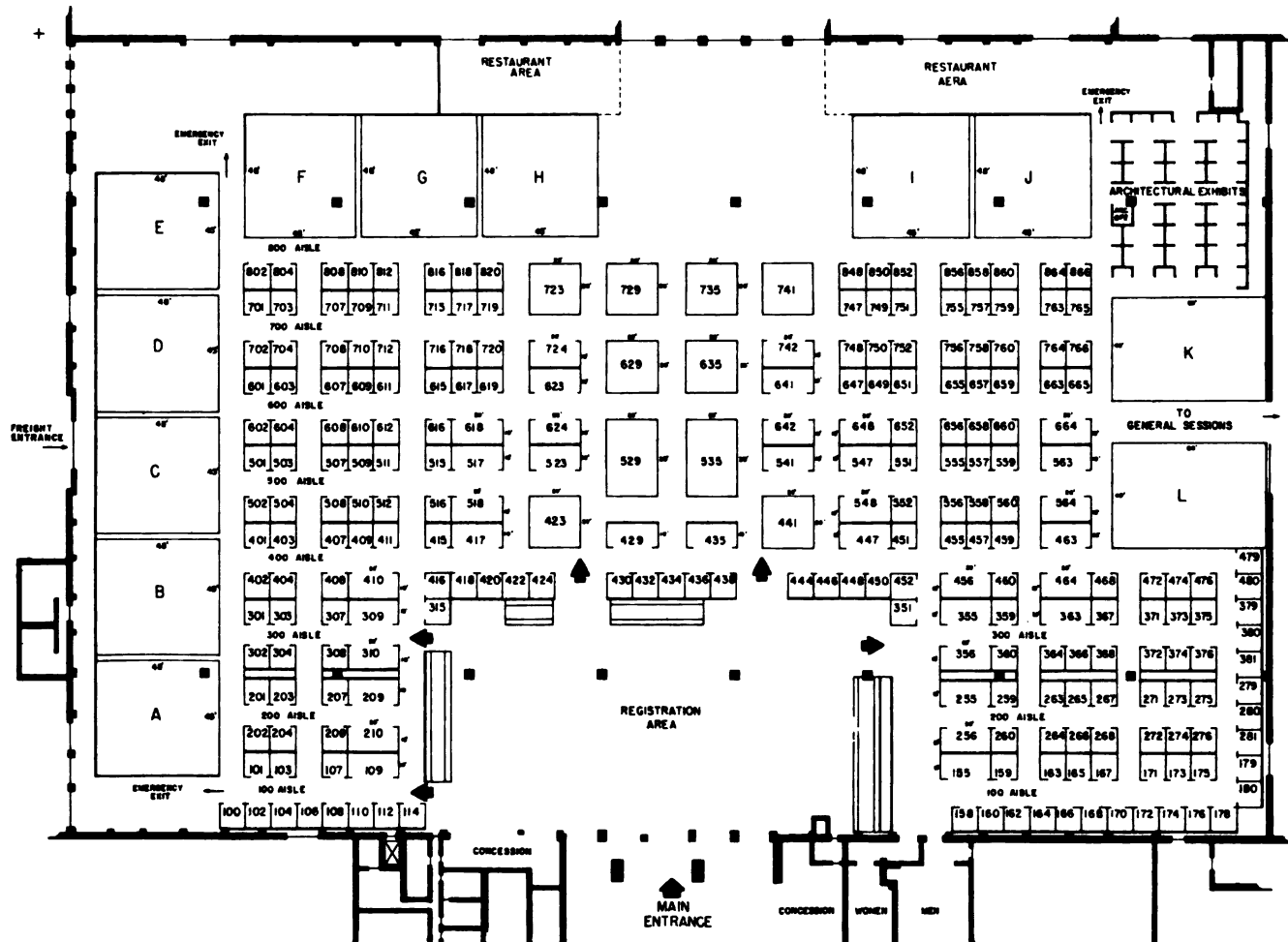
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School boards and teacher unions have often disagreed, but in recent years we have fought side by side on many vital issues. Together, we defeated tuition tax credits, overrode vetoes of education appropriations, and improved CETA and revenue sharing so that schools could benefit.

There will continue to be areas of conflict between us, but with the continued threat

of tax credits, vouchers and Proposition 13-type of budget slashing this must be a period when we work closely with each other. It is a time to carefully weigh each policy decision in the light of all the possible consequences that could follow from it. Proposals that once looked like answers to many problems we face must be looked at once again in the light of current legislative, political and financial realities. I believe it is time for the National School Boards Association to reconsider its support for a federal department of education.

It is only now that this proposal has the chance of being enacted that the real debate on the issues has begun. Many, including school board members, supported the separate department over the years because it seemed to be a good idea. It would give education more visibility, prestige and image. But, will the new department do more than give us a good image? Will it erode local control? Overly centralize federal decision-making? Isolate education from its historic allies in the health and welfare communities? Increase administrative costs at the expense of program funds? Could a separate department become a whipping boy . . . a target . . . for anti-education forces? In 1965, ESEA created a new program to "strengthen" state departments of education. This initiative moved policy decisions away from local school boards and placed them in the hands of state education departments. Will creating a federal education department have similar effects?

A number of state school board associations have already reversed their positions and announced opposition. I am writing to ask you to give careful consideration to joining them. Let's consider some of the arguments made for the separate department and look at some of the dangers.

Will a separate department of education improve the status and image of education? Shifting the bureaucracy in Washington will not do a thing for our status or image. If we want to improve the image of education, it will have to be done at the local level with programs designed to cope with issues such as declining test scores and mounting discipline problems.

Won't a separate department increase efficiency, cut red tape and solve many of our problems? There's no evidence for this. Has the recently created Department of Transportation answered the transportation problems of the country? Did the creation of the Department of Energy solve our energy problems, cut red tape or improve efficiency? Edward McGuire, Chancellor of the Massachusetts Board of Higher Education, has cited these examples and adds that ". . . take an old, well-established agency like the Department of Agriculture. Certainly it has been around a long time; it has had time to put its house in

IT'S TIME TO THINK TWICE ABOUT A FEDERAL DEPARTMENT OF EDUCATION

order and wrap its programs into shape. Need I relate the problems still facing both the farmer and the consumer because of the ineptness with which its programs were conceived?"

Efficiency and consolidation? Maybe that was once in the cards, but not now, since such programs as Child Nutrition, Head Start, Bureau of Indian Affairs, and many

other programs have been removed from the

new department. It is now clear that instead of consolidation, the new department will

be one more federal agency to deal with.


Won't higher level leadership plus a shake-up of the bureaucracy help us increase the clout of education at the federal level? Is now really the time for the federal education bureaucracy to be embroiled in the time-consuming and frustrating process of reorganization? Will it really matter who leads a new department if he and his assistants are preoccupied with hiring staff and putting themselves on the federal map? While a new and inexperienced department is groping for an identity, its attention will inevitably be diverted from the real fights. While an education department is being formed for the ostensible purpose of helping education, we may lose on the real battleground where budgets and issues get decided.

Won't having a separate department mean more federal funds? It will not. More money does not depend on getting another bureaucratic structure in Washington. We can get more money by: 1) putting our own house in order—all the education groups reducing their conflicts and working together effectively. Nobody is going to give us money if we're not putting up an effective campaign for it because we're too busy fighting each other on other issues; 2) developing an effective coalition with others. A separate department would cut us off from the very groups we must keep working with if we are to get more money—labor, civil rights, health and welfare advocates; 3) implementing effective programs which have public support.

Finally (as Edward McGuire has pointed out), what we need is not an education member in the Cabinet, but a President and Congress with commitment to education. "Our Cabinet is composed not of leaders of legislatures, but rather of presidential appointees. The President appoints his Cabinet officers in accord with his intentions for the departments over which they exercise leadership. To quote a former member of a President's staff, 'The only role for a Cabinet secretary is when the President says jump to ask, How high?' (Remember what happened to Walter Hickel and Elliot Richardson when they disagreed with the President? Remember how quickly Joe Califano had to change his tune on a separate department?)

A separate department is not the answer. Let's drop it and work together to make sure that the President and Congress care about education.

Sincerely,



Albert Shanker, President
American Federation of Teachers, AFL-

Quick! Tell me how to buy . . .

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Several years ago some people scoffed when the Educational Facilities Laboratory (E.F.L.) predicted that the cost of energy for schools would double within ten years. No one's laughing now. So what do we do to prepare our schools for doubling energy bills?

According to some experts, the key to saving energy money lies with life-cycle costing. This means that the popular system of awarding contracts for new construction or renovation based on the lowest initial bid must be re-examined—if not pitched out of consideration altogether.

In short, the life-cycle system bases "ownership" costs on the expected 40-year life of a school building. Considering all costs that go into operating schools, a 40-year-cycle of expenses might look like this: construction, 8 percent; operation and maintenance, 12 percent; teacher/administrator costs, 80 percent. When viewed in this light, a 10 percent increase in the capital cost of a school building means, over 40 years, only a one percent increase in the total ownership cost.

What's more, this one percent increase often can result in reductions in the school system's budget—mainly in reduced costs of operation and maintenance, but also in improved productivity. For example: High-quality, low-maintenance equipment installed in a new school may bring a large savings in administrative costs throughout the school's 40-year life cycle.

A good example of this kind of decisionmaking by school boards took place several years ago in a suburban Washington, D.C., school system. The school board rejected the low bid for a \$1 million heating and air conditioning

system and instead awarded the contract to the bid with a much higher initial cost but that offered a significantly lower life-cycle cost. The school system computed the cost of the machinery on a 20-year life cycle, figuring that energy costs would rise seven percent annually. The savings over 20 years: \$282,000. By computing costs this way, often the price tag of the more expensive equipment quickly becomes more reasonable when compared to alternatives.

Once any equipment has been installed in schools, proper operation is an essential part of money-saving efforts. The price of ignorance is an inflated fuel bill. One maintenance engineer at a recent convention told a horror story of two identical Connecticut schools that had similar electric heating and air conditioning systems. One of the schools, however, was paying twice as much for energy. The problem: The outside damper control system in the one school never was activated. That meant that large amounts of cold air had to be heated to indoor temperatures; the air also had to be filtered and the resulting dirty and inefficient filters contributed to the great waste of energy.

School systems that adopt preventive maintenance programs, say experts, not only can avoid such mistakes, but also can nearly double labor productivity.

Maintenance experts admit that setting up such a program might require help from a consulting engineer. These consultants can help the school system design maintenance procedure manuals, supplement inspection schedules, and install devices that sound alarms—or even shut down equipment—when efficiency drops below a set level of performance.

But school systems must use energy consultants just as they would use a curriculum or a superintendent search consultant: You must have a clear idea of what you want the consultant to accomplish. Here are four suggestions for energy-saving plans you can establish yourself or can implement with the aid of an engineering consultant.

1. Review qualifications of operation and maintenance personnel and make sure their training includes maintenance of sophisticated mechanical-electrical

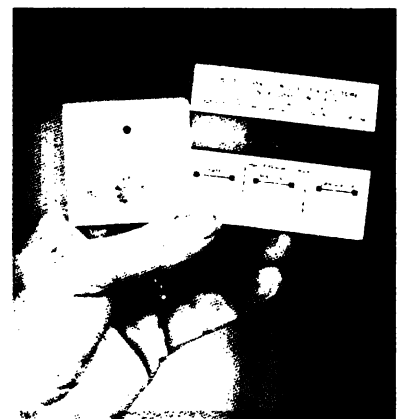
equipment that currently is being installed in schools. Also make sure these employees are aware of your school system's continuing commitment to energy conservation.

2. Analyze energy consumption in your schools to identify sources of energy waste. These include furnace combustion levels, improper insulation, and thermostat settings.

3. Include energy conservation as a major part of any building or remodeling program undertaken in your school system.

4. Use life-cycle costing to replace first cost as the sole basis for contract awards. With energy costs in the future sure to rise, any extra money spent on conservation now probably will pay off in the future with interest. □

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For valuable technical assistance in the preparation of this article, the JOURNAL is grateful to the A.C. Manufacturing Company, Cherry Hill, N.J., and The Hartford Steam Boiler Inspection and Insurance Company, Hartford. For more information, check Heating, Air Conditioning on reply card facing page 58.

color; in the presence of CO, the disk darkens to shades of brown. The darker the color, the greater is the level of CO present. The G-351 gives accurate readings for one month, according to the maker; unopened, it has a shelf life of two years. From Soiltest, Inc., Evanston, Illinois. For details, circle 50 on reply card.



Sun shades. During months that the sun pours through school windows, heat gain can increase air conditioning bills. You can reduce utility costs—and glare—with **Perma-shield environmental glass replacement windows.** Bronze or gray-tinted glass are the options available. Made of rigid vinyl and wood in a factory-engineered unity, the windows additionally feature low maintenance and high insulating qualities, according to the maker. From Andersen Corporation, Baysport, Minnesota. For details, circle 51 on reply card.

Energy-saving in small buildings. If your buildings are too small to warrant computer controls, you can take advantage of the “**Energy Manager program**” developed by this manufacturer. The service begins with a survey of the building to assess the condition of all mechanical and electrical equipment. Next, a maintenance program is outlined to reduce energy consumption by insuring that all equipment is running properly. Finally, a variety of hardware systems are offered on a loan basis to further reduce energy costs. Under the program, energy reviews are made on a scheduled basis—usually quarterly—to analyze system performance in relation to energy consumption. From Honeywell, Inc., Minneapolis. For details, circle 52 on reply card.



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journal after the fact



Department of Education—here we go again

The Carter Administration's unsuccessful attempt last year to create a U.S. Department of Education was viewed by many as a major political setback. This year, with Carter's opinion polls showing the President to be knee-deep in political hot water, the Administration once again is gearing up to push for a Cabinet-level education post. An indication of how serious the Carter forces are can be seen in the manpower that has been thrown into the battle, and in the changes in this year's proposal.

According to newspaper reports, the decision to renew that battle for the Department of Education was reached during a last December meeting of the Administration's big guns: Vice-President Walter Mondale, Political Adviser Hamilton Jordan, and White House Chief Lobbyist Frank Moore. The job of garnering Congressional approval fell to Moore, who quickly assembled a task force of 200 people who will work full time in an effort to make the proposal a reality. The task force is divided into three sections: one group to lobby Congress, a second to sell the idea to the press, and a third to rally the forces of teachers, school board members, and other education groups.

Administration spokesmen say that changes in the proposal will help avoid many of the political problems that plagued last year's bill. Example: Last year's measure would have lumped into the Education Department such programs as Indian education, Head Start, and school food programs currently administered by the Agriculture Department. Representatives from those groups strongly opposed the bill and, along with others, were able to muster

the political pressure on individual congressmen that eventually killed the proposal. "There are a lot fewer political 'lightning rods' in this year's bill," a presidential aide recently stated. "It more accurately reflects the political realities we'll face on the Hill."

What remains in this year's version of the bill: joining the current education division of the Department of Health, Education and Welfare with the Defense Department's schools for overseas dependents, the Labor Department's migrant education programs, graduate programs run by the Department of Agriculture, and student loan programs for the law enforcement, nursing and health professions.

One major political problem for backers of the proposed Department of Education is the widespread perception that it's "just another pelt to hang on the wall" for Carter and the National Education Association, according to N.E.A.'s Howard Carroll. This perception is shared and being spread by a number of sources, including the American Federation of Teachers and editorial writers for *The Washington Post*. "A Department of Education, if such unfortunately is enacted into law,

will become a gigantic single-minded lobbying outfit. It will be N.E.A. writ large," says a recent *Post* editorial.

Other opponents are concerned that a Department of Education would make it easier for the federal government to stick its nose into the operation of local school systems. The Rev. Jesse Jackson made this point clear when he supported the creation of a separate education department because such an agency then could bring increased federal pressure on local school systems that are dragging their feet on desegregating schools. "It is essential to have federal responsibility so that we can have equal protection under the law. That will not happen at the local level," Jackson claims.

Proponents of the proposed department remain optimistic. The main theme in their lobbying with Congress was spelled out by Vice-President Mondale: "This is the only major industrial democracy in the world that does not have a department or a ministry of education," he says, further claiming that education suffers because its highest official "is not at that Cabinet table speaking directly to the President." Proponents say that an education department will centralize administration of programs that currently are scattered throughout 40 departments within the federal system.

In the first year of operation such a department would, according to Carter Administration spokesmen, draw together 16,200 employees that currently oversee 150 education programs with a budget of \$13.5 billion. That's more money than currently is spent by the Department of Energy, Justice, Commerce, Interior or State.

**For a Title I
proposal you
won't believe,
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A realistic approach to general music.

For years, general music has trailed behind other disciplines in the availability of relevant materials and equipment. A little singing, listening and a lot of memorization was the extent of the program which was meant to culturally enrich all students.

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Pay students not to vandalize

Richard Suprina, a school principal in Hauppauge, N.Y., sends us news about a successful vandalism prevention program that he helped establish in his school. Suprina writes:

Like most school systems, ours had experienced an increase in vandalism over the past decade. We tried a number of traditional steps to combat this

tide—announcements were made to the student body, newspaper articles and newsletters were sent home to parents, security forces were added—but nothing seemed to do much good.

Finally, I decided that the school should adopt a plan whereby the district entered into a partnership with students: If reduction in vandalism took place,

the school system and student body would equally share the savings. For example: School system savings in vandalism repair costs could be put into the general fund to help defray next year's taxes or to pay for traditional maintenance of buildings, and the students' share of the money saved by the vandalism prevention program could be used to purchase equipment for individual schools.

To be sure, such a plan is open to some criticism. Some purists say such a program rewards young people for doing what they already are supposed to do; namely, take care of school property as if it were their own. But these critics, while their theory may be sound, ignore our very real situation: Traditional vandalism prevention had failed; we wanted less vandalism; and we wanted to spend money on improving our schools rather than fixing unnecessary damage. The vandalism prevention partnership accomplished these goals. In short, the program works like this.

1. I proposed the program to the school superintendent who took it to the school board and won its approval.

2. The superintendent and I met with the student council to explain the program. It calls for the school system and student body to share whatever funds allocated for vandalism repair remained in the budget at the end of the fiscal year. Whenever vandalism took place, the cost of materials and labor would be deducted from the budget; if a vandal was identified and restitution for the destruction was obtained, nothing would be deducted from the budget.

3. The student council initiated an antivandalism slogan contest and gave awards (from their own treasury); slogans were placed throughout the school building. A large "vandalism cost thermometer" to make students aware of money spent for repairs was placed in the school's main foyer.

4. Monthly status reports listing the expenditures for vandalism repair are submitted each month to the superintendent, myself and the student council.

The results: At the end of the school year, the school's vandalism repair budget had been reduced by almost 50 percent. The student council requested that their portion of the "savings" be used to beautify the courtyard of the school; the school board approved the plan and the work was completed.

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Superintendent says schools too specialized

One of our correspondents, Robert W. Jewell, superintendent of schools in North Chicago, Ill., sends us these thoughts on ways schools can get back to their original purpose: Education suffers from excessive specialization, which has led to (1) a massive and impersonal referral system for students, (2) a flurry of curricular and extracurricular activities that blur education's primary goals, and (3) a weakening of the classroom teacher's position as the person primarily responsible to ensure that children learn.

I realize that's a heavy indictment, but let's peel back the layers of overspecialization to see what it's doing to our schools and students.

Educators have accepted the theory that if specialization could build a better automobile or improve medical services, it also ought to provide us with a better education system. They were right—up to a point. Subject specialization among teachers was a good idea, especially at the higher grade levels. But as specialization increased, schools added counselors, disciplinarians, social workers,

consultants, paraprofessionals and more. These experts have busily constructed a:

Massive referral system for students. With so many specialized experts needing to be kept busy, students who have problems are labeled and shunted through corridors from deans and assistant principals who discipline them to psychologists who analyze them to special educators who test and retest them. Before specialization took root in schools, the classroom teacher might have felt the forehead of a student who seemed ill, talked quietly with a student who was having a personal problem, given tutoring to a student who was getting behind in his work. Specialization, however, has made the teacher-student relationship cold, clinical and thoroughly bureaucratic:

"Feeling bad? Go see the nurse."

"Got a problem? Go talk to your counselor."

"Can't understand this material? Go to the special ed teacher and get tested for a learning disability."

Anyone who works in schools soon

realizes that the "experts' referral system" has had the most modest of success in solving students' problem. But that referral system *has* been successful in driving a wedge between teacher and student—to the point that feelings of responsibility, accountability, and respect between student and teacher are quickly being replaced by indifference. It is education's overspecialization, I submit, that alienates students, leads them into misbehavior, and interferes with their learning.

The specialists, meanwhile, continue to nourish their narrow specialties by offering:

Too many superficial curricular and extracurricular activities. Counselors have to take kids *out of the classroom* to counsel them—and psychologists will want to test them, coaches will want to coach them, the director of volunteer services will want to bus them to an inner-city hospital on Thursday afternoons. And academic specialists have become so expert at splintering course offerings that today's curriculum list probably is twice as long as it was 20 years ago.

To preserve their narrow turfs, specialists vie for attention by trying to make learning *fun*. Why struggle through literature when you can read best sellers? Why suffer through chemistry when Mr. Wizard can dazzle you with his bell-and-light show? And history becomes fun—instead of work—when someone comes to class and sings authentic American folk songs.

Before this flurry of activities put claim on so much of the school day, classroom teachers had to be generalists and perhaps they simply didn't have time to teach anything but the fundamentals. And perhaps that wasn't such a bad situation. But it's a situation we're not going to be able to reestablish until we solve overspecialization's third problem:

A weakening of the classroom teacher's position of responsibility. When the bell rings and the classroom door closes, it is the teacher who has almost total control over whatever it is schools are supposed to be doing. Your teachers, therefore, are the ones who must be persuaded to control the student referral system and limit curriculum to those

(Continued on page 53.)

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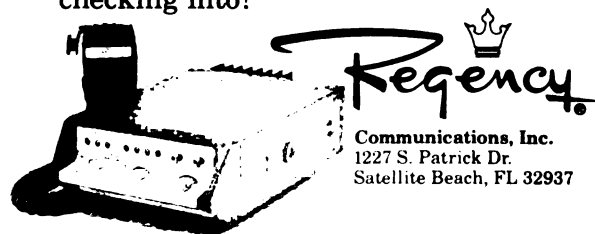
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(For details, circle 22 on reply card.)

President Carter's wage standard will affect what you pay teachers this year

By Myron Lieberman

THE single most important issue facing many school boards in 1979 will be whether to and how to comply with the pay standard established by the President's Council on Wage and Price Stability (C.W.P.S.). In fact: All school boards will be affected by these standards, and by the extent of compliance with them—in and out of the field of education.

The pay standard was announced on October 24, 1978, and—along with the standard governing prices—it is the cornerstone of President Carter's anti-inflation program. School boards can be thankful that for the most part they do not have to grapple with the more complex price standard. What boards do have to grapple with is this:

The C.W.P.S. wage standards limit 1979 wage hikes to a 7 percent increase over the 1978 levels. The cost of any changes in work rules that *decrease* productivity must be included in computing the 7 percent; changes that *increase* productivity (making leave policies more generous) can be used to justify an increase of more than 7 percent (this is a key point that we'll return to later).

In computing the allowable wage increase, you must use the total salary and fringe benefit package (not individual salaries) as the base, but the allowable increases computed on this base can be distributed in any way between salaries and fringe benefits. For example: Assume that a district employs 100 teachers earning an average salary of \$15,000

each. Assume that the fringe benefits add 20 percent to the package, bringing the total compensation to \$18,000 per teacher or \$1,800,000 for the base salary. Assuming that the base group of employees doesn't change (all 100 return and none changes jobs), the allowable increase would be 7 percent of \$1,800,000 (\$126,000). This maximum increase of \$126,000 could be given entirely in salary increases, entirely in fringe benefit improvements, or in any combination of the two.

A crucial point to remember is that the increases are applied to average wage payments to *groups* of employees. (The groups are: employees in each bargaining unit; management employees; and all others.) The compensation for

each group and bargaining unit must be computed separately; however, if no employees are covered by a collective bargaining agreement, the district can combine the management group and the nonmanagement/nonunion group, if the latter is treated equitably. Bargaining units that constitute less than 5 percent of all employees may be included in the "all other" group.

Another important point: Step increases and other automatic pay hikes based on longevity (and not on substantial changes in work duties) *are* counted as increased pay when computing the 7 percent limit—even if you and your employee union normally don't include these step increases when negotiating pay packages. Wage increases resulting from more extensive education or other substantial improvements in training are *not* included as part of the 7 percent limit.

Insurance benefits are to be taken into account as follows: The costs of *adding* new benefits are to be included in the 7 percent limit. If a district adds dental insurance while maintaining its other insurance benefits, for example, all the costs of the new dental coverage are to be included as part of the allowable 7 percent hike. But if a district *already* provides dental insurance, and the premiums go up, only the first 7 percent of the hike is included in the overall allowable increase in compensation. Here's how the computation would work for an existing program: If a school system paid \$200,000 in annual premiums for employees' existing dental insurance and if that premium were increased by 10 percent (\$20,000), the first \$1,400 (7 percent of the \$20,000) would count toward the allowable wage in-



Myron Lieberman, a leading authority on collective bargaining in the public sector, writes frequently for the JOURNAL.

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If you don't want federal wage guidelines to bind your collective bargaining efforts, determine if you're an 'A,' 'B,' or 'C' system and then plan your strategy accordingly.

crease in 1979. The rest of the increase (\$18,600) would not be considered part of the employees' wage hikes allowed by the standards.

As matters now stand, the 7 percent maximum may be exceeded to prevent "hardship or gross inequity." Furthermore, an employer can provide an 8 percent increase during any one year of a multiyear contract as long as the *average* increase over the duration of a multiyear contract is no more than 7 percent. The allowable increase for employees covered by collective bargaining contracts are based upon the average rate for the last quarter or the last pay period of the contract. *Employees* usually are better off to enter into multiyear agreements with an 8 percent increase in the first year, because increases in succeeding years can be based upon the higher rate of pay in the first year.

These details on the interpretation and application of the pay standard are only examples of the many complex issues facing school boards. After your board has collected all available information (see accompanying articles), you'll want to tackle some policy questions. First and foremost among them: Should you comply? This obviously involves the related question of what sanctions are available to enforce the guidelines. At present, none is applicable to school boards except publicity (failure to follow the wage standards might hurt some board members politically). But this is not likely to be very effective. On the other hand, the feasibility of enforcing a cutoff of federal funds to public agencies that exceeded the guidelines currently is under discussion. Such an enforcement policy would be comparable to the cutoff of federal funds under the Civil Rights Act. If enacted, this policy could lead to considerable controversy and litigation, even if boards were more supportive of wage standards than they have been of civil rights rulings. But the possibility that the voluntary wage standards might become mandatory can't be ignored by school boards.

Another important question to consider: How are the wage guidelines going to affect bargaining with employees? You can start to answer that after you've determined which category—of the three most likely ones—your system is in:

A. School systems that intend to give a much *smaller* increase than the maximum allowed by the guidelines.

B. Systems that intend to provide an

increase *near* the limits authorized by the standards.

C. Systems that intend to pay substantially *more* than the standards allow.

If you're in an A system, compliance probably won't be a problem. The wage standards, in fact, will provide you with another rationale for what you're planning to do anyway.

If you're in a B system, the wage standards will be of marginal economic value but could be strategically crucial. Suppose, for example, that you're willing to pay a 6.5 percent increase. Employee organizations will try to get the increase to 7 percent so they can tell their constituents that they got every cent that was to be gotten. If, on the other hand, your board were planning to settle at an increase slightly above the 7 percent figure, you now have a strong reason for *not* going over 7 percent, because it will be extremely difficult for a union to generate much militancy over a small additional increase that would be in violation of the standards. The lessons: If you're hoping to settle just below the 7 percent limit, be prepared for considerable pressure from unions that will push for the full 7 percent; if you want to settle for the 7 percent and no more, you will be in a strong position to do just that.

The most difficult problems will arise in C systems—those that can and *want* to exceed the standards by a substantial amount. What are you going to do if you're in this situation?

The first point to remember is that the standards are flexible. This does not mean that they can be interpreted in a completely subjective manner but, as in the allowances for increased productivity, there is some room for a good faith determination of when the 7 percent can be exceeded. A district that wants to exceed the 7 percent guideline might qualify for a 10 percent increase, an authorized exception in the standards.* In this way, the school system still will be adhering to the standards and will not be undermining other districts that keep wage hikes under 7 percent.

(My opinion: It would be repugnant to have some school employees benefit from the cooperation and sacrifices made by others. And school boards that arbitrarily exceed the wage standards should realize they're probably making life difficult for neighboring boards. While there are many valid criticisms of the wage standards, *they're the only*

game in town. Those who consider inflation a serious problem will take the pay standard seriously.)

One development that could stimulate considerable support for compliance is enactment of the real wage insurance (R.W.I.) legislation proposed by the Car-

*The regulations on wage exemptions have been published in the Jan. 4 *Federal Register*. For a copy of the regulations, send 50 cents to: *Federal Register*, National Archives and Records Services, General Services Administration, Washington, D.C. 20408.

ter Administration. As currently drafted, this legislation would provide a tax credit (to workers whose wage increases haven't exceeded the standards) equal to 1 percent of income for each percentage point that the Consumer Price Index (C.P.I.) goes up in excess of 7 percent. For example: A teacher making \$15,000 a year would receive a tax credit of \$300 if the C.P.I. reached 9 percent (the C.P.I. went 2 percentage points over 7, so the

Here're wage standard answers, addresses, telephone numbers

Still not sure what President Carter's wage standards mean for your school system? Then you need to read these questions and answers. (Material for the following was gathered from a variety of sources, including the Council on Wage and Price Stability Fact Book.)

Q. Does the wage part of the wage and price standard mean that no one can receive more than a 7 percent pay raise?

A. No. In general, the pay standard imposes no limit on individual employee pay rates. Instead, the standard applies to *average* pay rates for employee units. For example, if a number of high-paid teachers retire this spring, raises (based on the 1978 pay base) for the remaining teachers might be more than 7 percent.

Q. Are step-rate increases or longevity increases legitimate promotions that would not be counted as part of the 7 percent?

A. No. In all cases, step-rate or other similar increases that represent moves through a pay hierarchy for work that is not substantially changed *are included* as part of the allowable increases.

Q. What is a qualification increase, and is it included in determining compliance with the pay standard?

A. Qualification increases, which are not charged against the 7 percent standard, include automatic progression increases from entry levels to higher rated levels and other increases associated with discrete improvements in an employee's job-related credentials. This includes the completion of job-related education degrees and certification; pay raises resulting from these activities *are not included* in determining compliance.

Q. How is the 7 percent to be allocated between benefits and wages?

A. Under the standards, the average combined increase in wages and benefits may not exceed 7 percent for any *group* of employees. The employer may use all of allowable increase as pay, as increases in benefits, or as a combination of the two.

Q. Where can I get more information on the pay and price standards?

A. School officials can receive a copy of the pay and price standards by writing the Council on Wage and Price Stability, 726 Jackson Place, N.W., Washington, D.C. 20506. School officials with specific questions regarding the computation of pay formulas should call the Office of Pay Monitoring (202) 456-6480. But for answers to general questions regarding the wage and price guidelines, call William Brennan, Office of the General Counsel, Council on Wage and Price Stability, (202) 456-6570.

The wage standard allows pay raises for increases in productivity. If this convinces teachers that 'productivity in education' exists, the wage standard will have done what boards have been trying to do for years.

teacher receives a tax credit equaling 2 percent of his salary). The credit would be available only to employees adhering to the guidelines, as already noted. And it applies only to the first \$20,000 of income; also, there would be no protection against an increase in the C.P.I. that is in excess of 10 percent. It's still too early to assess the public and political reaction to the R.W.I. proposal.

The standards unquestionably place a major responsibility on school boards to act in good faith, because much of the interpretation and application of the standards is necessarily left to school boards, as it is to employers generally. As the C.W.P.S. itself has stated: "Since the burden of interpretation must lie with private parties, actions taken under a good faith interpretation of the wage and price standards will generally be considered in compliance."

The temptation for both boards and unions to interpret the standards unfairly will be great. But perhaps all parties should look beyond current negotiations to see the over-all effects that wage guidelines might have on education generally:

Currently, productivity is a dirty word in education. Teachers typically believe (erroneously) that the concept is not applicable to teaching. Because teachers have no direct stake in increasing productivity (and occasionally have an interest in decreasing it), incentives to increase productivity have generated little support within the education community.

The wage standards could start a revolution in this area. School employees and unions that have been arguing that the concept of productivity has no application in education will suddenly discover that this shibboleth prevents them from receiving wage increases above the standards. With this in mind, employees might suddenly search for and *find* ways to increase productivity. There will, of course, be arguments over whether a particular change is or is not an increase in productivity, or over how much of an increase the change represents. Nevertheless, much will be accomplished if teachers accept the concept of productivity in education and are willing to negotiate salary increases pursuant to it.

And if wage guidelines do encourage teachers to think realistically about increasing productivity in education, school board members might take to calling President Carter's wage standards "the 7 percent solution." □

Here's how

By Stephen M. Szekely

BECAUSE of the apparent confusion over the federal wage and price guidelines, I've prepared a simple scenario reflecting the current thinking behind the Carter Administration's pay standard. This simplified calculation, designed to illustrate basic concepts, was checked informally by staff at the Council of Wage and Price Stability. Two problems based on the same set of circumstances illustrate that individual pay increases can exceed seven percent without violating the guidelines.

The scenario goes like this:

A school district has a bargaining unit of 100 teachers at the end of the 1978-79 school year. The teachers are paid an average of \$15,000, for an annual salary budget of \$1.5 million. In addition, the school district pays for a package of fringe benefits costing \$600,000. Thus, the total cost of salaries and benefits equals \$2.1 million in the base year 1978-79.

Looking ahead to salary negotiations for the 1979-80 school year, district officials learn that ten teachers have announced that they will not return in the fall due to retirement or resignation. The officials agree that they want to replace all ten and decide to hire beginners fresh from college. These ten will be paid the minimum salary, which currently is \$10,000.

Because some of the most senior teachers are retiring, the officials figure out that the returning staff of 90 earned an average of \$14,500 in 1978-79. They also determine that the salary schedule under the expiring agreement calls for

Stephen M. Szekely is editor of School Labor Relations Update, a newsletter specializing in labor issues in the public sector. This article is reprinted, with permission, from the January 1979 issue, Update Publications, Inc., all rights reserved.

to apply the federal wage standards

increments for teachers who have gone to college for additional courses or added degrees, although the precise number will not be known until the end of the colleges' summer terms. The official also note that all of the returning teachers expect increments for experience under the terms of the current salary schedule; although the size of the increments varies across the salary schedule, the amounts average three percent of each returning teacher's 1978-79 pay, or \$435.

Finally, the district is notified that the cost of providing the 1978-79 package of fringe benefits for the full staff of teachers will cost five percent more than it did in 1978-79. The cost increase is entirely due to increases in the health portion of the package.

Problem I: What is the maximum increase in salary and benefits that the district can offer without violating the 7 percent ceiling in the pay standard?

Calculations:

Step 1. Because the guidelines permit raises of up to 7 percent in wages and fits combined, the district can add \$2.247 million in 1979-80 (\$1.5 million in salary plus \$600,000 in benefits plus seven percent of both) for its 100 teachers.

Step 2. The 90 returning teachers earned an average of \$14,500 in 1978-79, so the combined salary base equals \$1,305,000 (at 1978-79 rates).

Step 3. Subtracting this base figure from the ceiling (\$2.247 million minus \$1,305,000) leaves the district's total covering room: \$942,000.

Step 4. Because the district wants to add 10 replacement teachers at \$10,000 a year, \$100,000 must be charged against the ceiling, leaving \$842,000.

Step 5. And the district wants to conserve its package of benefits, even with a 5 percent increase in the health care portion. Because the guidelines provide

that the first 7 percent of the increased cost of *existing* health benefits must be charged against the ceiling, the full \$630,000 (\$600,000 plus the 5 percent) is counted, leaving \$212,000 for improvements in salaries and benefits.

Step 6. District officials feel compelled to pay increments to teachers who have returned for additional schooling. Because increments such as educational credits are exempt from the wage-price program, they can be ignored for now.

Step 7. On the other hand, if the district pays the increments for added experience under the salary schedule in the expiring agreement, these increases must be charged against the ceiling. Subtracting this total (\$39,150—three percent of the returning teachers' 1978-79 pay) leaves the district \$172,850 below the ceiling.

Answer: \$172,850 can be used for raises or increased benefits without violating the ceiling. (However: the guidelines are only a ceiling, not a floor, and no employer is required to pay the full amount allowed.)

If, for example, the district wants to spread all the available funds across the salary schedule only for experienced teachers, the average teacher will net an increase of \$1,920, or more than 13 percent over his or her 1978-79 pay. And because this does not take into account the 3 percent average experience increments, some individual teachers might enjoy raises of 16 percent over their 1978-79 pay. Educational increments that are not charged against the ceiling can bring this even higher.

Other options for using the allowable increase might include adding the beginning levels in reshaping the salary schedule, concentrating extra funds at certain steps where there are inequities, adding longevity pay for teachers at the top of the schedule, buying more fringe benefits, assuming some of the teachers'

share of fringe benefit costs, increasing leave time (considered as pay under the guidelines), or using the money for expenses totally unrelated to salaries and benefits for the bargaining unit. All of these options, of course, reduce the amount available for raises for returning employees.

(Note: This simplified example does not include any increased pension costs. Cost increases due to changes in benefits are charged against the ceiling, while some other cost increases are not, including the costs that might result when employee salaries increase. Because pension costs can be excluded from the calculations, trial and error will show the way that is most beneficial in each case.)

Problem II: Can the school district, under the same scenario, agree to a 10 percent across-the-board increase without violating the guidelines?

Calculations:

Step 1. Add the base salaries for the 1978-79 returning teachers (90 times \$14,500 = \$1,305,000) and the 3 percent increments for experience (90 times \$435 = \$39,150) and the base salaries for the new teachers (10 times \$10,000 = \$100,000) for a *base salary subtotal of \$1,444,150*.

Step 2. Add 10 percent (\$144,415) for across-the-board increases. Salary component now equals \$1,588,565.

Step 3. Add in basic benefits plus the health benefit cost increase (total: \$630,000). Total of salaries and benefits now equals \$2,218,565 for 1979-80.

Step 4. Compare 1979-80 figures to base year. The 1979-80 figure (\$2,218,565) is an increase of 5.64 percent over the base year figure of \$2,100,000.

Answer: A 10 percent across-the-board increase is permissible because it represents a *total* increase of less than 7 percent. □

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A federal book program that saves

By Margery Thompson

YOU thought it didn't exist—but it does. There is a federal program that imposes few constraints on local school systems, dispenses funds promptly, and absorbs the paperwork instead of passing it on to schools. What's more, teachers and students love it, parents flock to schools to volunteer for it, and most communities back their local program to the hilt. And if that's not enough, hear this: The program hits at one of education's basic concerns—improving reading skills.

We're talking about the inexpensive book distribution program funded by the U.S. Office of Education and administered by Reading Is Fundamental (RIF). Local RIF programs now number 2,400; more than two-thirds operate in public school systems.

To learn more about this phenomenon, the JOURNAL recently interviewed reading specialists and people involved with RIF. Here's what we found:

RIF's activities are rooted in sound educational practice. What Charlotte K. Brooks, a veteran reading teacher, says about reading motivation could be applied directly to RIF: "The teacher's first job is to motivate the student, who has to have a reason to read. There has to be something in it, an immediate reward. Books have got to be made sweet. I believe in many small books, inexpensive books."

RIF programs do not attempt to teach reading; rather, they support existing school reading programs in that first important job—making students want to read. To wean youngsters away from television and interest them in books, RIF programs offer two potent rewards. The first is freedom of choice: Students can browse among a wide variety of paperbacks and select the books that interest them. No teacher or parent hangs over shoulders, weeds out comics, or pushes "good" books.

"Teachers find it hard to keep from directing a child, but they just have to

stand back," says Peggy Hammer, reading supervisor and RIF coordinator in the Placentia (California) school system. "If a child picks up a book that's too hard, he will manage to get through it anyway. We've seen it happen. Junior high school students who are poor readers will pore over an automobile mechanics book, for instance. Students who choose comics begin to branch out later on."

RIF's second reward is the special pride that comes with owning a book. Students can keep the books they choose—a memorable prize for those who have never owned a book before. So precious are RIF books, children have been known to hide them in the refrigerator, away from the marauding hands of younger brothers and sisters.

Most RIF programs distribute books to kids three times during the school year and children receive at least one free book at each distribution. By the end of the school year, students have begun their personal libraries.

Several weeks before the RIF distribution day, posters appear in schools to announce that RIF day is coming up; parents are notified; to heighten interest and excitement, special events are planned for the day. Typically, a local celebrity is on hand to read stories to children and to autograph books. To top off a *Star Wars* theme for RIF day in Placentia schools last year, the actor who played Darth Vader in the movie appeared and helped hand out books.

In Orangeburg County (South Carolina), public librarians attended RIF's first book distributions. "If children didn't have a library card," says David Brown, superintendent of Orangeburg County schools, "we encouraged them to take one out at that time. And about 80 percent of the children signed up. In one day we signed up more than one thousand people for library cards—both children and parents."

Whether the program is in a single school or covers all schools in a system, all RIF programs follow essentially the same pattern. The focus is on the needs and interests of students in each school. RIF committees made up of parents, teachers and librarians decide how

many distributions will be held, where and when and for how many children. The committee might choose to start with a small program for third-grade classes, or it could decide to begin with a major program involving all children in the schools.

Book selection committees examine publishers' lists to make certain that the books ordered cover selections from every possible reading and interest level—including foreign language books, if necessary. Closer to the distribution day, parents and other volunteers unpack and display the books and eventually the distribution room is gaily decorated.

It all sounds like a lot of work and it is—but not for the school staff. Local RIF programs depend on help from volunteers—parents and others. "My office is a clearinghouse for the RIF program," says Superintendent Brown. "One staff person monitors activities, but volunteers really run the program. The longer we've been involved, the more people turn up—community response is great."

Benna Van Vuuren, coordinator of parent activities for the Knox County (Tennessee) school system, adds: "We couldn't run our RIF program without parents. All parents are interested in RIF but it seems that the poorer the parents are, the more they value the program. It helps their children—and it's a way poor parents can volunteer and can come into a school and really make a contribution."

The supreme reward for most RIF volunteers is watching children scramble for books as though they were candy—and the last Hershey bars in existence, at that. "Words can't express what it's like," says Joan Tresize, of the Lansing (Michigan) RIF program. "You just have to be there and witness the joy children show. Whenever we want to interest someone in the program, we just invite them to a book distribution—and they're hooked."

The cost of hooking children on books (through RIF) is approximately \$3 per child per year. Understandably, parent-teacher organizations are among the most active groups in raising money for

Margery Thompson is an associate editor of the JOURNAL.

Money and works—without paperwork

1 RIF programs. Their help is indispensable because every dollar contributed locally is matched by another from federal funds, from a minimum of \$100 to a maximum of \$1,000. All matched money must be used for books; administrative costs of the program are borne by local sponsors; refreshments and decorations are provided or donated by volunteers—sometimes by the children themselves. The Placentia school system, which sponsors RIF programs in 22 schools for 100 children, has a total budget of \$10,000, half of which was raised primarily by the parent-teacher organization in each school. "Two women's service clubs always support two of our schools, and we had some contributions

from corporations," says RIF Coordinator Hammer, "but most of the money came from P.T.A.s."

Local industries supplied the bulk of the Orangeburg County schools' matching share of \$5,000 for RIF books supplied to 1,600 children in 12 schools. According to Superintendent Brown, RIF's national public service radio and television spots helped him to gain entry when he solicited money from such companies as Greenwood Mills and the Utica Tool Company. The spots, which currently feature Carol Burnett and Arthur Ashe, are run frequently on local stations. "Most people were familiar with the RIF name," says Brown. "They recognized that RIF has a good reputation, but they didn't really know how

the program works. When we explained the program and how it would help the educational achievements of our students, business people were happy to contribute. Donations averaged about \$200—not excessive for any one company—but it all added up and when matched, it made our program."

The Dallas school system's RIF program has a budget of \$72,500 for 45,000 children in 98 schools, and it operates courtesy of a rich blend of contributors: 16 businesses including Atlantic Richfield, Shell and Sun Oil companies, 14 parent-teacher organizations, 15 civic groups such as Kiwanis and Lions clubs, Jack and Jill and other women's service clubs, 10 churches, 3 foundations, and a variety of personal contributions. "We



try to start a program for the whole school at one time," says Ann Freeman, RIF coordinator in Dallas, "but we don't always have the money, so we will start at one grade level. Then the P.T.A. will see the program, like it, and pick it up—and maybe a service club will join in. The 'Adopt-a-School' program launched by our Chamber of Commerce has resulted in a number of people wanting to work with schools. Often businesses can't furnish volunteers, so they will supply the money for books," Freeman says.

Children, with a little help from their parents, raised the money for the small Harley Hopkins Elementary School RIF program in Hopkins, Minn. By holding paper sales, children garnered \$407 during one school year, which was matched with federal funds, to make a budget of \$814 for books. "We are particularly pleased about the program because the handicapped children now being mainstreamed in our school can join in," says Cynthia Friis, reading resource teacher and RIF coordinator in the Hopkins program.

James W. Hennigar, superintendent of schools in Madison, Maine, used \$2,500 of his library account budget as the local program share for his system's RIF program—and he intends to continue the practice. "I think RIF makes good sense," says Hennigar. "First, the programs make our budget go a little further; second, RIF reaches right into the home. The end result is that youngsters read more in their free time—which is what our schools are trying to teach them to do in the first place."

Hennigar has evidence to support his conclusions. In an informal report to RIF's national executive director, Ruth O. Graves, Superintendent Hennigar wrote: "We tested our students before and after the program began, and we have empirical evidence that increased reading occurs—and that reading levels have gone up among those students who have participated. . . . There is a direct correlation to the improvement of students' reading in my district with the influx of these fine materials."

Benna Van Vuuren cites similar results: "In 1978, for the first time, reading scores in Knox County were better than the national norms. Our director of instruction credited many factors—excellent teachers, a good instructional program, and a lot of inservice training—but he also credited the RIF program."

More evidence of RIF's effectiveness: "We've noticed a marked increase in circulation of children's books. I think that's a direct result of the program. And our reading specialist says parents are always calling her to ask how they can help their children"—from David Brown of Orangeburg County.

Joan Tresize of Lansing, Mich., says: "We've never tried to prove that the RIF program improves reading scores—there are too many variables. But we have evaluated the program by asking for open-ended comments from teachers and parents—and we've never had a negative response. Their remarks show great changes in attitudes. Parents say, 'This is the first time my child has ever wanted to read a book,' or 'This is the best reading program I have ever seen in a school.' Parents also say they have begun to read more to their children or that their children are saving to buy books. Teachers report an increased interest in books, that children are more careful of books, or that they read in class now instead of cutting up."

While school administrators and teachers are enthusiastic about the results of RIF programs—improved reading, more reading, greater support from parents and the community—they are equally impressed with the way the federal program is designed.

"You forget sometimes that you are dealing with a federal program," says Brown of Orangeburg County. "This program is so well-organized that it is almost painless. We order our books, send in our half of the money along with the bills from publishers—and that's all we ever have to do. Simple as that."

Well, not quite. Organizations wanting to start a RIF program—and any school system, nonprofit group or public agency is eligible—must first apply to the national office for recognition. But the procedure is streamlined and requirements few. Some examples:

- Projects may serve children from age three through high school age; they may not discriminate regarding race, sex, economic background, or academic ability but must serve each class or group equally.

- The organization must operate a complete reading motivation program that gives books to children, permits free selection of books, provides a wide variety of books, provides book-related activities, and notifies parents about the program. The national RIF office supplies resource materials to help school systems plan a RIF program and related

activities; most are based on ideas and activities that have been used productively by other RIF programs. In addition, national RIF provides technical assistance, through a field staff, to local programs.

- Books must be purchased from approved publishers—a requirement designed to benefit local programs, because the 270 approved publishers offer substantial discounts to RIF programs.

- No federal funds can be used as part of the matching funds coming from local sources.

The federal program sets no deadlines; a program can be started as soon as a proposal has been submitted to the national office and approved. The local program then continues for one calendar year from the date of approval and can be renewed annually. The size of the local RIF program is entirely dependent on local choice—and the amount of money a school system can raise.

"I really love the flexibility" says Tresize of Lansing. "If you don't get as much local money as you'd thought, it's okay; if you get more, the national office just adds that sum to your total. They keep all of that bureaucratic nonsense out of the way—and make it possible for people who are not expert in grantsmanship to start a program."

Other school people cite the quick turnaround as almost unheard of in a federal program. "It usually takes only six weeks to two months between the time a RIF proposal is submitted and notification of acceptance," says Hammer of Placentia. "You don't have to wait for a year like you do with other federal programs—and lose all your momentum."

Hammer is so convinced that other school systems should try a RIF program that she spends evenings and weekends spreading the word. "Schools have been hard hit in California—we aren't going to have much money for libraries and we need to get people from the local communities on our side. I think RIF is a good way to accomplish two goals—gain more resources for the schools and more understanding and cooperation from parents."

The federal government, through RIF, has distributed 11 million books to school children. To learn how you can get your share, write to Carolyn Gunn, Director of Field Services, Independent Book Distribution Program, Reading is Fundamental, Smithsonian Institution, 475 L'Enfant Plaza, Suite 488, Washington, D.C. 20560. □

Here's how to prepare for the rush toward minimum competency

By Robert Krajewski

AMERICA wants minimum competency. Thirty-eight states already have passed or are studying regulations that would mandate minimum competency testing in public schools. According to recent opinion polls, 65 percent of the American public would like to see some kind of minimum competency testing in schools. And Congress has even debated the possibility of establishing a national reading and mathematics test.

The minimum competency bandwagon is rolling your way and you'd better get ready for it. Here is a list of suggestions for school board members to do just that:

Make sure you understand what is involved in setting up minimum competency standards. As a responsible board member, you have homework to do; such as getting in-service training to understand the issues, your state's mandate or directives, and your district's current testing programs. This can be accomplished a number of ways. Ask an assistant superintendent, as well as a curriculum director and selected department heads, to present in-service material to the board in digestible chunks, either before or after regular board meetings. If you lack that adequate staff, or if your central office crew also needs some training, then a consultant might be the answer.

Your state university is a good source of consultants. Our Indiana district has used consultants from the state university system and we find them competent and relatively inexpensive. Costs may vary, but a three-hour training session should cost about \$100 plus expenses. Many consultants, however, say that it is unethical to present themselves as in-

stant experts on any subject and prefer to offer more in-depth material. Fees for these complex services seem to range from \$250—for at least two meetings and telephone consultations—to \$500 for the services just mentioned as well as additional meetings with administrators and teachers.

Consider pooling your resources. A consortium of school boards can economically retain a consultant for two or three evenings. Fifteen Indiana school boards used this technique to organize a four-day session on competency testing for their administrators. The logistics, however, in scheduling such a series of evening meetings for school board

members are staggering; don't ignore the possibility of sending board members to minimum competency workshops organized and conducted by independent consultants.

Involve your teachers early in the planning process. Teacher participation is a key ingredient in the success of any system's basic competency program. Don't believe for a moment that your superintendent and his central staff can develop an entire program, lay it on your teachers, and gain their immediate and full acceptance. Teachers and their unions probably will be a bit skittish about the idea of minimal competency tests, and if they are not involved from



Robert Krajewski is superintendent of schools in East Chicago, Indiana.

the start, they will consciously or unconsciously sabotage the program.

In districts with negotiated teacher contracts, such involvement probably is standard procedure. If your district does not have an agreement requiring such involvement, administrators should select teacher participants who demonstrate enthusiasm, leadership qualities and experience. Those teachers

then can help sell the program to the rest of the teaching staff. The entire district staff—not just teachers—should be kept informed throughout the program's development. This can be accomplished through administrative bulletins, departmental and building meetings, and small group conferences.

Keep the public informed. Information about basic competency programs

should not be restricted to the education establishment; you have to involve the public. And this means more than a few press releases and time for public comments at board meetings. But be warned: Some teacher groups may resist parent involvement because teachers often see themselves as professionals who don't need help in educational program planning. So board members often must insist that parents become fully involved, either through the P.T.A. or some other group. In Title I school districts, parents already serve on mandated districtwide councils. Their experience in reviewing test results, educational programming and budgets should make a valuable contribution to establishing a basic competency education program. If such ready-made planning councils are not available, appeal to your parents' groups for active participants. Then inform the rest of the community about what is happening. You can use all your resources—districtwide newsletter, high school and local newspapers, radio, television and formal board meetings. Even the smallest districts can send home regular, mimeographed reports.

Don't expect successful programs to develop overnight. It's a long and difficult road from a board's first commitment to establishing minimum competencies to complete public acceptance and, finally, to student improvement. It takes time to revamp a district's objectives, curricular program and staff attitudes. You need from 6 to 12 months to plan and institute a competency-based program; a full year's trial period should be completed before effectiveness is evaluated.

Once the program is set up, keep an eye on it, and insist on annual reports (from your superintendent) reviewing each year's results. Also, insist on comparative data. Each grade level's performance should be compared with results from previous years. The two instruments most useful in compiling this data are norm-referenced and criterion-referenced tests. Norm-referenced test results are reported as grade levels. Students' responses are compared to those from large nationwide samples. Example: A student's reading score of 6.5 (sixth grade, fifth month) is meaningful whether the pupil is a fourth, sixth or eighth grader. Criterion-referenced tests measure a student's achievement on specific subject skills, such as—in reading—syllabication or identifying the main idea in a paragraph. □

School boards should ask these questions before testing

As a school board member, you should be asking lots of questions about minimum competency programs that are proposed for your schools. The first is: "Where to begin?" Common sense dictates that a basic competency program should start with reading and mathematics before moving on to other subjects. But in some states other disciplines are beginning to demand equal time and recently attention has been paid to developing competency in "coping" skills.

Dozens of decisions need to be made. Will you test only with paper and pencil? How will you judge performance on a written report, a speech, a fender repair, a welding job, a watercolor?

When will you test? At every grade? During semester breaks? Will these tests be used only as requirements for graduation?

It's wise not to move too quickly. My advice: Until you have some experience, don't start with competency testing at every grade level. A good plan might be to test at the end of the primary grades, at an intermediate level, in junior high and then ninth grade. Starting off by establishing a high school graduation test, if there has been no previous competency testing, is inviting problems.

Remember, too, that standards have to be set. Will the minimum be the same for everyone? Will standards vary between bright and average students? Will the standards differ from school to school? Many experts involved in developing basic competency programs have agonized over the possibility that minimums might become maximums. The fear—that the better students would refuse to do more than the minimum requirements—has not materialized. Peer

pressure to perform is a powerful stimulus, and the better students' desire to excel moves a group well beyond the established minimums.

What will happen to those who fail minimum competency tests? Will you establish remedial programs for them? Will they have another chance? How many chances? There will be failures—have no doubt. And responsible educators must develop remedial programs to prepare students for succeeding attempts. Most districts allow two additional attempts, but only after intensive group and individual assistance has been given.

Finally, a political question—how many diplomas can you really withhold in your community? No outsider can answer that. Perhaps none should be withheld, until you and your community are convinced the basic competency program is well-designed and fair.

Don't, however, be easily persuaded by those who oppose minimal competency. Their arguments: "The public doesn't really want minimal competency testing." (National and local surveys refute that.) "We can't possibly educate all these children." (That, too, is untrue. Psychologists maintain that only 1 percent of the youngsters who come to school can't learn basic skills.) "Adequate tests to measure competency have yet to be developed." (If that's true, we must develop appropriate test instruments.) "We'll never find enough money to do the job." (Be honest; aren't you finding dollars for your favorite programs?)

The most important question: Do minimum competency programs work? The answer: Yes, if school officials make them work.—R.K.

Should Title I money be used as teacher bonuses?

By Barbara Parker

HERE'S a proposal that's as American as apple pie and free enterprise: Revamp Title I so that its money can be used to provide cash bonuses to those teachers and administrators who can show, in *measurable* ways, that they are providing quality education to the nation's poor and disadvantaged children.

The idea is the brainchild of State University of New York (Buffalo) Professor Frank Brown, who thinks there is little to suggest that compensatory education, as it's now being implemented, is working—especially for minority children.* Title I, according to Brown, is “not compensatory in terms of availability, funding, or instruction. In practice, it doesn't exist. Educationally disadvantaged students may receive a *different* kind of education, but *no more* education than advantaged students.” Brown would like to change that by enticing educators to improve education for the disadvantaged.

Few would argue with Brown's premise: The key to success—or failure—of Title I, or of any other education program, rests with teachers and administrators. If they want to improve education, they will—regardless of what kinds of materials they have, how big their classes are, or how many times a year they are called on for lunchroom duty. But is it possible to make them *want* to improve education? Frank Brown thinks that transferring Title I funds into cold, hard cash bonuses would do the trick.

In general, his plan would ring up like

*The restructuring of Title I is only a part of Frank Brown's total proposal for “Increasing Minority Access to College,” which was contained in a paper he delivered in January at the annual meeting of the American Association for the Advancement of Science. Brown thinks that the increase in the number of minorities attending college “has to start in elementary and secondary schools,” which is the target area for Title I services. Brown believes that “the root cause of minority miseducation is racist behavior by teachers and administrators,” and that compensatory education (Title I) does not address that fact. Brown's plan does—by making prejudice unprofitable.

Barbara Parker is an associate editor of the JOURNAL.

this: Money now allocated to Title I schools (under the current plan only students attending what have been classified as Title I schools receive assistance) should be redistributed to school districts with large Title I student populations. Some might call it a “slush fund,” but its purpose would be specific: *The money would be used as cash bonuses for classroom teachers and administrators whose economically and educationally deprived students showed significant increases in test scores.* Entire school systems would be rewarded for showing percentage increases in the number of students previously classified “economically and educationally deprived” who are graduated from high school. If a school system raised the number of those students actually going on to college, the financial reward to the

schools would be even greater.

As for specifics, Brown has not ironed them out yet, and he's quick to point out that he's only offering a *proposal*. Some of the specifics that Brown has considered:

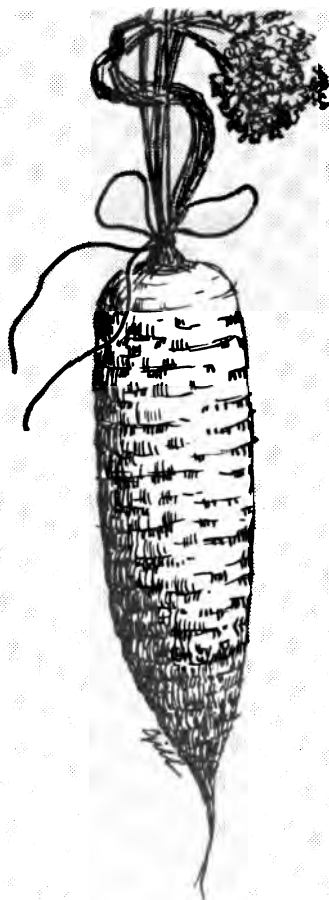
The starting point would be to lift (for two years) all restrictions on how Title I funds must be used by a system—with a guarantee that funding levels will not be reduced. At the end of the two-year period, all “labeling” of previously classified Title I students must be eliminated—along with ability grouping or tracking of those students—and all schools within a district must be put on an equally funded scale. If any of these provisions are not met, Title I funds would be reduced by a predetermined formula.

At the end of the third year, a system could retain its full Title I allocation but by a different arrangement: It may receive 50 percent of its quota by meeting preestablished guidelines (such as those just listed) and can receive the other 50 percent by reaching a predetermined increase in students' reading and mathematics test scores.

When all of these conditions have been met, the system can use the 50 percent it receives for meeting guidelines as it deems appropriate, but the potential 50 percent received for increased pupil academic achievement must be given to professional staff at the end of the school year.

Without going into detail, Brown estimates that his plan would cost 90 percent less to administer than current Title I programs and that with his proposal the current cry for teacher accountability would more easily be met. He adds that the new program would not require any new money, nor would any school system lose money—provided that there were increases in student achievement scores, in the number of students being graduated from high school, and in the number of students going on to college.

The key to Brown's theory is that cash bonuses would put positive pressure where it counts: on teachers and



administrators. But as you might suspect, not everyone finds it easy to swallow Brown's suggestions.

Dick Fairley, director of the U.S. Office of Education's Division of Education for the Disadvantaged, which administers the Title I program, doesn't think the idea would work: "How does Brown know that teachers wouldn't re-

Your opinion, please

Readers are invited to express their opinions on this story, and on all stories in the JOURNAL. For details, see top of page 2.

sort to 'just teaching the test' in order to get their year-end bonuses?"

Brown, and others, don't know the answer to that one. But a businessman who heard Brown's proposal remarked: "So what if the teachers taught the test? At least they would be teaching something. And if the world—or at least these kids' futures—is going to revolve around test scores, then the kids would have a better chance of making it."

Thomas Heatley, executive director of the National Coalition of Title I Parents, thinks that the idea of dangling money in front of teachers as a tangible incentive "might be appealing." He doesn't think, however, that singling out the teacher as the only person responsible for student success is fair, nor does he think it would be equitable if only Title I teachers were eligible for bonuses.

Brown says that his plan would *not* be limited to any group of teachers or students, even though minority students and previously classified Title I children would be the major benefactors. Why? Because in general, their test scores are in need of the most improvement and offer the greatest opportunity for increases and, thus, for bonuses. Brown believes that the prospect of a jingle in their pockets would encourage all teachers and administrators to teach low-achieving children the basic skills they need—to succeed in further schooling and to score better on achievement tests. Brown asks: "Does an economically or educationally deprived child of average or above-average academic ability need compensatory education—or does he just need to be taught the same basic skills as the middle-class child?"

Brown thinks that under the current

Title I plan, educationally and economically deprived students—whether they're in a Title I school or not—"get the old benign neglect treatment; they're often ignored by the regular teaching staff, then sent off to a resource person for an insufficient amount of time." His plan would put the burden of teaching those students on *every* teacher, not just those hired to implement Title I.

But Lewis Monacel, assistant superintendent, Office of Federal and State Projects for the Detroit public schools, isn't convinced. He says that Brown's plan is "based on the assumption that Title I kids are not normal and therefore are harder to teach. To offer cash bonuses to teachers who can teach these 'hard-to-teach' kids is racist. It's like a lawyer charging one fee for representing a white middle-class client, then charging a super fee for representing a poor black. If that's not racism, what is?"

Aside from the issue of racism, Monacel continues: "Teachers would never accept the contractual obligations of accountability—regardless of how much money you tempted them with. Brown's proposal was made from the vantage point of the university, not the trenches."

Dave Darland, associate director of instruction for the National Education Association, doesn't think much of Brown's proposal either. He calls it "a gimmick with a one-shot dimension. What you have to do in order to teach effectively is create a climate that produces sustained motivation within the individual. Any other kind of motivation is short-lived."

Brown, however, maintains that cash motivation will help to overcome teacher and administrator prejudice by making its elimination profitable. But the real benefactors, he says, would be "kids in general; minority kids in particular." His plan is designed to benefit all minority students whereas Title I does not (it helps those attending designated Title I schools). He goes on to say that the cash bonus plan also would assist minorities from middle-class families—a group Brown terms "a forgotten but depressed species."

Lewis Monacel of Detroit doesn't think that middle-class minorities students are being forgotten, nor does he think that Title I kids are victims of benign neglect. He says: "In Detroit, if anyone isn't being ignored, it's students in Title I schools. They are getting more materials, more attention and more human resources."

Monacel believes that a proposal from several years ago to take Title I money from the schools and allocate it to families made more sense than Brown's plan: "That idea was to give a family earning \$6,000 an additional \$6,000, to give them more of an opportunity to 'expand their horizons' and adopt more of what we consider 'a middle-class lifestyle'—the results of which would be felt in the classroom."

Heatley of the Coalition of Title I Parents thinks that Brown's proposal puts too much emphasis on the teacher; not surprisingly his organization's position is that the involvement of the family and home in the Title I program has

Education Title I

Even though Frank Brown (see accompanying story on page 41) unequivocally believes that Title I is not working—particularly for minority disadvantaged children—there are those who just as firmly believe that it is. It is difficult, however, to assess the progress of Title I programs because of their diversity and scope. Unfortunately, their shortcomings are easier to spot.

A recent National Institute of Education summary of compensatory education admits that Title I has its inequities, but stresses that—despite its problems—Title I children are making significant achievement gains that are higher than those made in previous years.

Not high enough says Brown, who believes the time has come for a complete overhaul of the program. For starters he says that compensatory education is not compensatory: "The term was just the right strategy needed in the 1960s to get the Elementary and Secondary Education Act through Congress. Now, however, it's time to turn legislative attention to the actual improvement of education for disadvantaged and advantaged minorities." To explain all of the intricacies of Title I—even if it were possible—would take thousands of pages. But for a quick rundown of Title I facts and figures, read on:

ach to do with student success—or
e—as the teacher. He asks point-
“Under Brown’s plan, if a student
it’t succeed in increasing his test
s, should a certain amount be de-
d from the teacher’s salary?”

rk Fairley, director of the federal
I office, doesn’t see how the pro-
could be monitored and gives it
chance whatsoever” for being put
ffect.

other federal official who said he
“no way for Brown’s proposal ever
e implemented,” also remarked:
east Brown’s plan shows that he is
ing. A lot of people are. I think the
tge for those of us involved with

Title I is clear: We’ve got to quit giving
the appearance of being disorganized.
All Title I programs, along with other
compensatory education plans, have got
to have some continuity—some estab-
lished goals that are tied to all phases of
compensatory education, beginning
with Head Start and going through Up-
ward Bound. Student test achievement
should be a part of those goals, but not
the only goal. Right now, there’s no uni-
form continuity among programs, much
less goals.”

Every Title I program essentially is a
local, specific plan. (There are 14,000
school systems with Title I programs.)
Yet nationally the program is being

judged—by Frank Brown and
others—by one standard: student
achievement scores. Brown says that’s
the only way to do it as long as test
scores are the criteria for keeping a stu-
dent out of, or admitting him to, col-
lege: “Education still is the most direct
route to a bigger piece of America’s
social, political and economic pie. If
America’s teachers and administrators
won’t give the nation’s minority and
disadvantaged children an equal chance
at that route, then something has to be
done to remedy the inequity.”

For some educators, the sound of
money might be the sweetest remedy of
all. □

Professor says: Programs simply don't do the job

igned into law by President John-
1965, the Elementary and Sec-
ondary Education Act (of which Title I is
a major portion) was designed to pro-
vide services to “help bridge the gap of
poverty and low achievement” for edu-
cationally and economically disadvan-
taged children. (There are some who
look on Title I as a national experi-
ment rather than as a provider of educa-
tional services.)

Title I is only one portion of U.S.
compensatory education programs, but
the most significant—at least in
terms of dollars spent and numbers of
children involved: In 1978, \$2.5 billion
was allocated through Title I to provide
assistance to 5.6 million children. The
federal compensatory education
budget: approximately \$3.2 billion.
Other compensatory education pro-
grams: Head Start, Follow Through,
Learn to Read, Bilingual Education,
Emergency School Aid.)

There are currently 14,000 school
systems receiving Title I funds (9 out of
100 school systems in the U.S.).

The formula by which a school sys-
tem receives its Title I funds is complex.
The amount of money a system receives
is based on the number of its children,
ages 3-17, whose families are considered
below the poverty line plus the number
of children in federally supported foster

homes or institutions for neglected or
delinquent children.

- A child cannot receive Title I assis-
tance unless he attends a designated
Title I school—a point which Frank
Brown considers unfair. Because of the
frequent moves of a poverty-level fam-
ily, Brown says that a child receiving ex-
tra assistance through Title I one year
may not be entitled to it the next year.
His plan would change all that.

- Title I allocations are weighted by a
school system’s average per-pupil ex-
penditure. This means that often the
poorest counties and systems receive less
money for each Title I child than do
richer areas.

- Even though school systems may
use funds for instructional or nonin-
structional purposes (medical care,
counseling, food), 95 percent of funds
currently are being used for instruction
(teacher aide salaries, resource person-
nel, materials, etc.).

- N.I.E.’s recent summary of Title I
indicates that Title I students *usually*
spend more time in basic skills instruc-
tion than do other students. (Frank
Brown says the amount of time spent on
compensatory education programs is in-
adequate, and that the only way to
make the programs meaningful would
be to increase the school day or school
year.)

- The law requires that every Title I
school have a Parent Advisory Council
composed of Title I parents. The Na-
tional Coalition of Title I Parents be-
lieves that parent involvement in the
school program increases its effective-
ness. But Frank Brown charges: “Only
a representative number of low-income
parents are involved in a small portion
of a school’s program; not enough par-
ents are involved in the total school’s
education program.”

- The largest proportion of Title I
money goes to central cities, rural areas
and other pockets with high proportions
of minority children. (Approximately 54
percent of Title I students are white; 34
percent, black; 10 percent, Spanish-sur-
named; and less than 1 percent are
Asian and less than 1 percent are Ameri-
can Indian.)

- There is little argument about the
advantages of local control for Title I
programs, but there is a rising concern
about the overall program’s lack of
clearly stated goals and objectives—and
its lack of “measurability.”

- Most recent studies indicate “slow
achievement gains” by Title I students
in specific school systems, while point-
ing out that the quality and intensity of
Title I services are not uniformly high in
the 14,000 systems receiving compensa-
tory funds.—B.P.

Why they bore you

The story behind the books you didn't read last year

By Jerome Cramer

READ any good education books lately? Probably not. And the reasons behind the current sorry state of education publishing are unsurprising: inflation, poor writing and research by education scholars, and a disinterested public that collectively yawns whenever education issues are discussed.

Yet this wasteland of education publishing stands where once a garden flourished. Most educators and publishers agree that only a decade ago, fewer—but higher quality—books on education regularly were being published. The books of the last decade were innovative, even daring, and contained ideas that were aimed at creating a better world through education. Titles struck hopeful notes: *Every Kid a Winner*, *Schools Can Change*, *New Models for American Education*. And a dozen years ago your friends and fellow educators probably were willing, even eager, to discuss the ideas in the books put out by the growing education publishing industry.

Now, however, the thought of reading most current books on education is as compelling as a trip to the dentist. Of the thousands of education books published each year, few are well written and most focus on narrow, technical subject areas. If ten years ago we read about making children winners, currently we are treated to works explaining “quantitative approaches to speech cognition.”

“Education books are becoming increasingly boring because the technocrats have taken over much of American life—including much of education,” de-

clares M. Donald Thomas, superintendent of schools in Salt Lake City. “People have become disillusioned and say that schools aren’t effective and education publishing reflects this depressing trend.” Fred Hechinger, education columnist for the *New York Times*, adds: “Not within recent memory have the public schools had so few friends or so many detractors.”

Donald Robinson, book review editor of *Phi Delta Kappan*, agrees, saying that “too many education books are being published that reflect depressed and pessimistic attitudes towards schools. The focus of books now is smaller.” Rather than reading books on ways to save children from illiteracy, educators now are being bombarded with books on how to write grants, comply with new federal laws, discipline disruptive children, deal with unions, or generate good public relations.

While educators point to a general lack of public interest in education, publishers are more concerned with profit and loss and they trace the specialization of education books, in part, to the ravages inflation has had on the cost of doing business.

“Our philosophy on publishing education books definitely has changed,” say an editor at Prentice-Hall who, like many in the competitive world of publishing, wants to remain anonymous. “We are staying away from ‘issue books’ for professional educators—like the plague. It’s this simple: The only way a book company can make money on an education title is to hope that it becomes required reading in a number of college courses. So instead of publishing professional issue books [those covering broad topics like finance reform, integration, or general improvement of public schools], we are placing

more emphasis on textbooks.”

Another problem with “big issue” books: “The only way we effectively can market the books that professionals write for each other is to send out review copies and hope the word spreads. But we end up sending out large numbers of free books to exactly those people we expect to buy them.” The editor adds: “It doesn’t take a genius to see that we’d soon go broke giving books away.”

Howard Webber, general manager of Open Court Publishing—a firm that primarily publishes textbooks rather than books for board members or superintendents—in part blames the current state of education publishing on the lack of solid research from the education community. Webber points to a recent U.S. General Accounting Office study showing that of the research coming from a five-year, \$62 million investment by the government, little was accurate or usable. He adds that in 1975 the American Education Research Association examined a series of education articles based on research and found that a large majority contained serious flaws and probably should not have been published.

Many of the books that currently are being published on education topics come out of university publishers. Many of these university presses, like much of education, have fallen on hard times and—because of a lack of money—are forced to publish works that have been hastily edited or poorly documented. *Kappan*’s Robinson speculates that so many bad books in education now are published “due to an overemphasis on degrees” and a lack of good writing skills among educators. He places some of the blame for the poor state of the art on “careless editors who never should

Jerome Cramer is managing editor of the JOURNAL.

have accepted the book in the first place, and school administrators or college professors who think they can get ahead by having a book title on their resumes."

The larger commercial publishers are pulling out of the education market, putting increased pressure on university presses to publish education materials. But several university press spokesmen admitted that they don't have a sufficient number of editors to revamp education books thoroughly, and what's more, university presses are easy prey to political pressure. (The department with the most prestige gets the most attention from the university's presses.)

An occasional issue book in education still makes it big, however. In the past six months, much critical attention has been given to Paul Copperman's *The Literacy Hoax* (reviewed in the December 1978 JOURNAL, page 18). The book is published by William Morrow, an exclusive trade publisher that rarely handles education materials. How did this book come to Morrow's attention? Does the publication of this book mean that trade publishers are becoming increasingly concerned with education? No, Morrow is not particularly interested in education books, Editor Jim Landis explains: "One evening I was at a New York dinner party given by an author's agent. After dinner I picked up a manuscript from a pile, read Copperman's work, liked it, and bought it on the spot."

Unless more editors pick up more interesting manuscripts at dinner parties, the trade publishing interest in education seems likely to continue shrinking. And without drastic changes in the way university presses are operated there seems small hope that the quality of education books will show any great signs of improvement. "Publishers are only reflections of the interests of the book-reading public," says Editor Midge Decker of Basic Books, "and there doesn't seem to be much interest in education." M. Donald Thomas says he's "amazed at the lack of interest professional educators are showing to two top national issues: Tuition tax credits and vouchers, and the creation of a U.S. Department of Education. Where are the books written by educators that explore these important areas?"

If Thomas' challenge makes your typing fingers itch, read the accompanying article on page 46. □



Tips on how to get published

To paraphrase the slogan from a match-book cover: You too can break into the exciting world of education publishing. Publishers contacted by the JOURNAL say that they are willing to consider ideas for books from board members or school administrators.

A number of publishers also offered some practical suggestions for educators who would like to see their ideas between two covers. Example: If you consider yourself a potential author, stop by a library that carries a large number of education titles, perhaps the library of your state university, and go through the card catalog to find out what books have been published on the subject you're interested in.

If you do have an idea that might fit in with the kinds of books that a publisher is producing, write a query letter and an outline that cover:

1. A brief description of the

book—what you hope to say and what makes the proposed book unique.

2. Competition. List the books that recently have been published on a similar topic. Tell why your proposed book would be better, more insightful, more topical.

3. The market at which the book is aimed. While administrator or board member authors may not know all the in's and out's of book marketing, they should tell the prospective publisher to whom the book is addressed, who may read it, and who might find the information useful or interesting.

4. Status. Give the publisher an idea how long it will take to prepare such a book, how much research it will take, and when a first draft might be ready.

5. Size. Offer some kind of ballpark figure on the number of manuscript pages your book might take.

6. Proof or testing. If the book de-

scribes programs, explain the extent of the field testing, or how such an idea might be tested to help prove the thesis.

7. Graphics. Describe whether the book will contain large numbers of charts or graphs, pictures, or no graphic art at all.

8. Personal information—experience in education, number of degrees, and articles or books you've published.

9. Table of contents. This takes time,

but may be the most important part of your outline. Suggest chapter titles and six or seven clear items that will be covered in each chapter.

"It's a shame to see the kind of finished manuscripts that cross my desk each week," says Steve Matthews, an editor with Allyn and Bacon publishers. "It would save a great deal of time and anguish if prospective authors would send information in outline form. Then

we can work with the writer and direct the writer into areas we are interested in covering."

"We are always looking for professional educators who have ideas to share with the members of their profession," says George Parker of Parker Publishing. "But often the query letter and outline help us determine how serious an educator is about his subject—and in becoming an author."—J.C.

Got an idea for an education book? Here's what publishers are looking for

Here, to illustrate your publishing opportunities, are descriptions of three publishers, the kind of education books they have published in the past, and what they would like to publish in the future.

Parker Publishing, West Nyack, N.Y. 10994. Editor: George Parker. Parker Publishing is one of the larger firms handling education materials. The focus of the company is on practical books that educators can put to everyday use. Recent titles include: *Guidance In Action: Ideas and Innovations for School Counselors*; *School Administrator's Guide to Managing People*; *New Techniques for Effective School Administration*; *School Discipline Desk Book*.

Parker says: "We're looking for authors with new ideas, but these authors should be front-line educators who have a realistic grip on education concerns and how to solve problems. When suggesting titles for books—all query letters are gladly accepted—don't tell us what education could be, tell us what it can and must be." Parker is searching for manuscripts on ways to streamline educational administration, squeeze money out of a tight budget, or provide for the needs of special children.

Longman, Inc., 44 W. 44th St., New York, N.Y. 10036. Education Editor: Lane Akers. In the past Longman has published general education books, including *The Quest for Justice* (see JOURNAL, November 1978) but according to Akers, the company in the future will be looking to publish in three separate education fields: reference books; how-to books; and scholarly or professional studies. Reference books will include titles in areas such as curriculum supervision—the how-to books will cover

general instruction and supervision, and professional books will include applied and unapplied education theory. Akers says he accepts query letters and always is looking for manuscripts that meet the needs of practicing educators.

Basic Books, Inc., 10 E. 53rd St., New York, N.Y. 10022. Senior Editor: Midge Decker. Decker says that while Basic Books is a trade publisher, rather than a publisher that specializes in the education market, it will publish perhaps three or four education books each year. Recent title: *The Revisionists Revised: A Critique on the Radical Attack on Schools*. The publishing philosophy of Basic Books, according to Decker, is to "serve as a balancing wheel for whatever is trendy." Basic Books likes to publish books that attack the current dogma in society, and that contain what Decker calls the "Oh, my God, yes" surprise factor. Unlike most trade publishers, Basic Books will consider works from writers who don't have agents,

and Basic Books is willing to work with an author to develop a good idea (with *general* appeal) into a book—from the outline to publication.

These three publishers are simply examples of the many large publishing firms in the field of education; other prospective publishers include groups such as the American Association of School Administrators (1801 N. Moore St., Arlington, Va., 22209), the National Education Association (1201 16th St., N.W., Washington, D.C. 20036), the National School Public Relations Association (1801 N. Moore St., Arlington, Va. 22209), and Phi Delta Kappa (8th & Union, Bloomington, Ind.) all of which might be considered as potential publishers of school administrators or board members with ideas for books. One good source of general information about book publishers is *Writer's Market*, published by Writer's Digest Books, 9933 Alliance Road, Cincinnati, Ohio 45242—J.C.





It's 9:05. Do you know where your students are?

You can with Motorola FM 2-way radio. When one of your buses doesn't show up on time, how do you know what's happened to it? Without 2-way radio, the bus driver really has no other choice but to leave the children alone to find a phone. That's dangerous and could be very time consuming.

But Motorola FM 2-way radio provides a simple way to keep tabs on your buses. If one of your buses breaks down or is involved in an accident, you have help on the way in minutes. Or if a bus is simply

bogged down in traffic, you know it will be late.

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Being a school board member is

By Ray Conard

WHEN the coach kicked my kid off the football team for a week—because he'd broken some stupid rule—I decided to become a school board member. Reason enough, I'd say.

Lucky for all of us true Americans who want to get rid of some of the kooky policies of the schools, the board member who lived in my district had resigned. The board had to appoint someone to serve in his place until the next school board election. And who was more qualified than I?

Even though I didn't know the board president personally, he was a member of my civic club so I called him and told him I wanted the appointment. (Straightforward, direct: that's my approach to life.)

The board president was cordial, but explained that the board members had known for several weeks of the resignation and they were unanimous in their choice of a person to fill the vacancy. It sounded rigged to me, but another one of my good points is that I don't give up easily. Besides, I knew that my brother-in-law's bank was holding a pretty heavy note of the board president's and that he was in the process of further expanding his business.

What's right is right, so I called my brother-in-law.

A couple of days later the board president called. He sounded rather stuffy (probably a cold) but told me that he had talked with members of the board and that I would be named the new member.

That first board meeting I attended was fun. The president nominated me for membership and then called for a vote. The result: four votes for me and

two against me. A win's a win, I figure. Besides, the two who voted against me obviously weren't too bright. Anyway, there I was—an official member of the board.

We zipped through the routine agenda; then, after taking care of old business, the president asked if there was any new business. Nobody said a word, so I eased the microphone my way and began my eloquent message. (Eloquence: that's another one of my strong points.)

"I move that the present board policy on student athletic eligibility be abolished and that the following policy be adopted." Then I read them the new policy I had drafted—one that would protect high school athletes from being rooked like my kid had been.

The silence that followed was deafening. With such a bunch of numb-noodles, I thought, no wonder our school system has problems.

Finally, the president said: "Do I hear a second?" Still, skull-splitting silence. After a long pause the president said, "Motion dies for lack of a second. Meeting adjourned."

Within two minutes every board member had left the room. Newspaper, radio, and television reporters swarmed around me and it seemed only fair that someone talk candidly with them. I told them frankly that I thought the board's athletic policy was stupid and that in the interest of fair play I wanted it changed. (That's another thing about me: fair as the day is long.)

On my way home that night I listened to myself on my car radio. And if I do say so, I sounded pretty good.

Another thing I learned early on is that if you're a busy man with not much time to spend on school business, your wife can be a big help to you. The first two months I was on the board my wife spent an average of four hours a week

visiting with the principal and in the teachers lounge at our school. You'd be surprised at how many dinner invitations we began to get. (Like I always say, the best way to learn a lot is to be everybody's friend.)

Through all of those dinners, we made a lot of contacts and they just were eager to tell us what was *really* going on in the schools. Some of the stuff the president of the local teachers union told me about the superintendent practically curled my hair. (But you know me—the soul of discretion. I wasn't about to say anything to other board members.)

That's another one of my policies—I don't think you should get too buddy-buddy with the superintendent or your fellow board members. No need to fraternize: They've got their axes to grind with the schools and I've got mine. Every man grinding for himself, I always say.

Overall, board meetings are a bore. The president and superintendent try to run them like a business—you know, with briefing sessions before the meeting and packets of reports to read. I went to a briefing session once and waded through a stack of papers the superintendent mailed to us and vowed "never again." Now those of us with any sense know that's not the way to get things done. I look at school board meetings just as I look at a horse race. The way to get results is to play your hunches and react to good ole gut feelings. (That's me: gutsy.)

It works, too. After just a few short months, my constituents know that I'm a man who gets things done. No typical moss-gathering board member would be able to do the job I've done. Just last week, for instance, I got a teaching job for my secretary's sister. Big deal, you say. Well, the clincher is that all the newspapers had been reporting that the

Ray Conard is a school board member in Tulsa.

nap

declared a moratorium on hiring
chers because of budget cuts.
hat do you think of that? I'm
ain, you know?

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e right people at the right time;
ily's happy about it, too. My
ck on the football team and for
time in his life he's making
A's.

April Fool

(Don't you wish.)



Save money. Give all of your students their own sets of wheels.

A group of high schools in Washington, D.C. cut the cost of driver education from \$138 per student to \$69 per student. A high school in Wisconsin cut costs from \$92.27 to \$55.38. Another school in Indiana, from \$140 to \$87.

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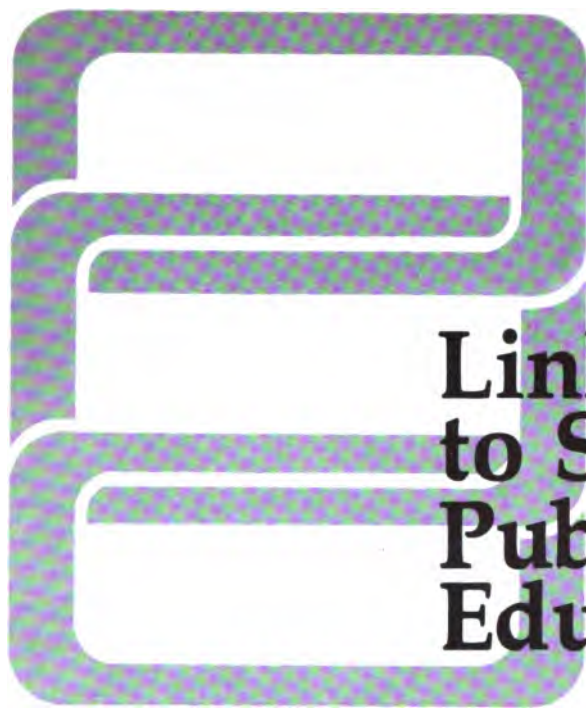
If your school could use a new course in driver education write to: Driver Education Services, Dept. D-A, Aetna Life & Casualty, 151 Farmington Avenue, Hartford, CT 06156.

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dealer should get together over a cup of coffee and talk about your music program.

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journal after the fact

(Continued from page 24.)

matters that are fundamental to learning and that are least likely to be learned outside of school. *Teachers* must:

Make the classroom the central place where learning occurs.

Spend time with students before blithely sending them to specialists.

Broaden their own academic disciplines—not narrow them.

We have to give our teachers more responsibility for fewer children, so that instead of having 10 academic specialists who share narrow bits of responsibility for 250 children, we can have 10 classroom teachers, each of whom is able to accept intimate responsibility for 25 children.

I think that if we can move all the bit players off the stage, our stars—one teacher and one classroom of students—can start working together closely and without interruption. When our schools get that going, we'll have a hit on our hands.

lagniappe

Gone but not forgotten. The Shah of Iran may have been forced out of his country, but four high school students from Rochester, N.Y., won't soon forget the ruler's kindness. The high school kids, all members of a band, didn't have money to buy new instruments. The students read about Shah Mohammed Reza Pahlavi—and his money—and decided to write and see if he could spare, say, a cool \$1,000 to help the musicians. Soon after the letter was sent, the band received a letter from the Iranian em-

(Continued on page 68.)

High court says teachers are free to criticize

Like it or not, school board members and administrators had better learn to turn a deaf ear to criticism by vociferous teachers or staff members. In a recent unanimous decision, the Supreme Court ruled that dissident opinions privately expressed to a superior by a school teacher are protected by the First Amendment. (In an earlier case, the high court said public employees could *publicly* criticize their employers—unless the employees' First Amendment rights give way because of the interference caused by those remarks.)

The most recent court case involved a suit by Bessie B. Givhan, a junior high school teacher, against the Western Line Consolidated School District in Mississippi after her contract was terminated at the end of the 1970-71 school year. The system's superintendent stated that Givhan's contract was not renewed because of the teacher's flat refusal to administer standard national tests. But Givhan charged that she was fired because she complained of the system's "racist" policies. (The school system was under a desegregation order at the time.) In the system's defense, lawyers claimed that Givhan had been arrogant, and had harassed the principal with "petty and unreasonable demands."

A U.S. District Court decision in Givhan's favor was overturned by the 5th U.S. District Court of Appeals, which held that even good ideas or criticisms cannot be pressed on an unwilling recipient. In addition, the Appeals Court decision said that Givhan's remarks were made in private and thus were not protected by the Constitution. But the Supreme Court unanimously over-

turned the lower court's decision and in the opinion written by Justice William H. Rehnquist, clearly stated: "We are unable to agree that private expression of one's views is beyond constitutional protection."

While the court ruled that the teacher

could not be denied employment for pressing her opinions on the school's principal, the Supreme Court sent the case back to the lower courts in order to determine if the firing was justified when "freed from this erroneous view of the First Amendment."

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Your opinion please: Will you obey the President's wage standard?

Under President Carter's wage and price guidelines, school systems in the United States are being asked to keep their employee wage increases for the coming year to a maximum of seven percent. While these guidelines are not mandatory (please turn to Myron Lieberman's article on page 27 for full details), the President is serious about keeping salary increases within his requested boundaries.

The problem: For several years, many school systems have been keeping wage increases low because of a variety of fiscal pressures. In California, for example, teachers last year saw their salaries frozen as a result of the tax-cutting Proposition 13 referendum. More than one California educator has said that it's unfair to ask teachers, administrators, and other school employees to continue taking disproportionately low salary hikes. What's more, while the National Educational Association recently announced that the average U.S. teacher salary now hovers just above \$15,000 per year, the union claims teachers have not been paid enough to keep up with the ravages of inflation.

In other words, teacher unions are hungry for pay increases, and in some instances their demands for higher wages—beyond the seven percent figure—may seem justified.

School boards who violate wage guidelines might face some unspecified penalties in the future—up to and perhaps including the cutoff of federal funds. But because the wage guidelines currently are voluntary, any speculation about penalties would be premature.

Our question for this month's *Ballot Box* is an important one, especially for school officials about to enter into collective bargaining: "How will your school system handle the seven percent wage increase ceiling requested by President Carter?"

Please select your answer from one of

the lettered choices in the following paragraphs, picking the answer that most closely reflects your opinion. Then circle the corresponding letter on the postage-paid card facing page 58. Select one answer, but please use the space provided on the card to write additional comments or opinions. Voting results will be reported in the June JOURNAL.

A. Inflation is the nation's Number One Enemy, and our school system for certain is going to keep all salary increases within the President's guidelines.

B. Regardless of the wage guidelines, our district doesn't have the money to raise salaries above seven percent. No matter what the President does or doesn't do, this year will see no wage increases above that magic seven percent figure.

C. Inflation is upon us, and we'd like to help, but it's unrealistic to ask our teachers to take it on the chin. Keeping salaries down artificially will only drive our best teachers and administrators out to look for work elsewhere. Educators have to eat, too.

D. We'd love to keep wage increases down to seven percent but let's face it, the pressure from unions will be too great to make the program really effective. After all, each community faces unique circumstances, and some teach-

ers deserve more than a seven percent increase. We'll have to ignore the program and just do the best job we can—and come out with the best contract possible.

E. I think the program might cause more problems than it's worth. School systems that were only going to give five or six percent increases now will be whipsawed for seven, and in those districts where teacher unions were planning on battling for more than seven percent, the wage guidelines won't stop outrageous demands—or high salary and benefit settlements. □

Last round's findings: Next month's special

February's *Ballot Box* question touched delicately on a most sensitive issue: The length of a superintendent's contract. Readers were asked if school boards should give superintendents one-year, two-year, three-year, or long-term contracts. Your answers, along with a story about current contract controversies, will be reported in the May issue of the JOURNAL.

How to vote

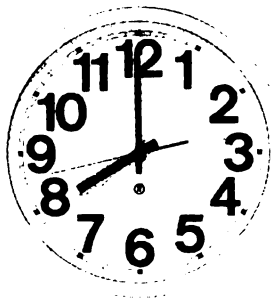
It's important, free and easy. And it makes your opinion count with school leaders from across the U.S. and Canada. Here's how to vote: Locate the *Ballot Box* section at the bottom of the reader reply card on page 59. Mark your choice by letter, detach the card, and drop it in the mail—we've paid the postage. You need not sign your name, but please check the appropriate box in order to identify yourself as a school board member or administrator. If you care to, write a comment or two across the ballot. We'll tally your votes and publish the collective opinions of readers on the question in the June JOURNAL.

PROBLEM:

Field trips—students love them, but they can present teachers and administrators with problems.

In today's fiscal crunch, many communities look on field trips as "frills"; few school systems can afford to hold as many as they'd like.

Travel time can be another problem, too. It's just not practical to take a busload of kids on a lengthy jaunt. There will always be lots of interesting places field trips just can't reach. Along with field trips, educators need another way to expose their students to the world around them.



Travel time can take longer than the visits.

SOLUTION:

Save time and stretch your field trip budget with Telexplorer—field trips by telephone. Students use a special portable conference telephone to hold group discussions with people in fields they may be studying.

Like field trips, Telexplorer makes subjects come alive. It helps students build research skills, and encourages them to ask good, well-organized questions. And it expands their horizons to the limit of their imaginations.

Telexplorer supplements field trips—helps planning of things to be seen and done, following up on details for further investigation. By saving money, it can free funds in your budget for some of the more expensive visits.

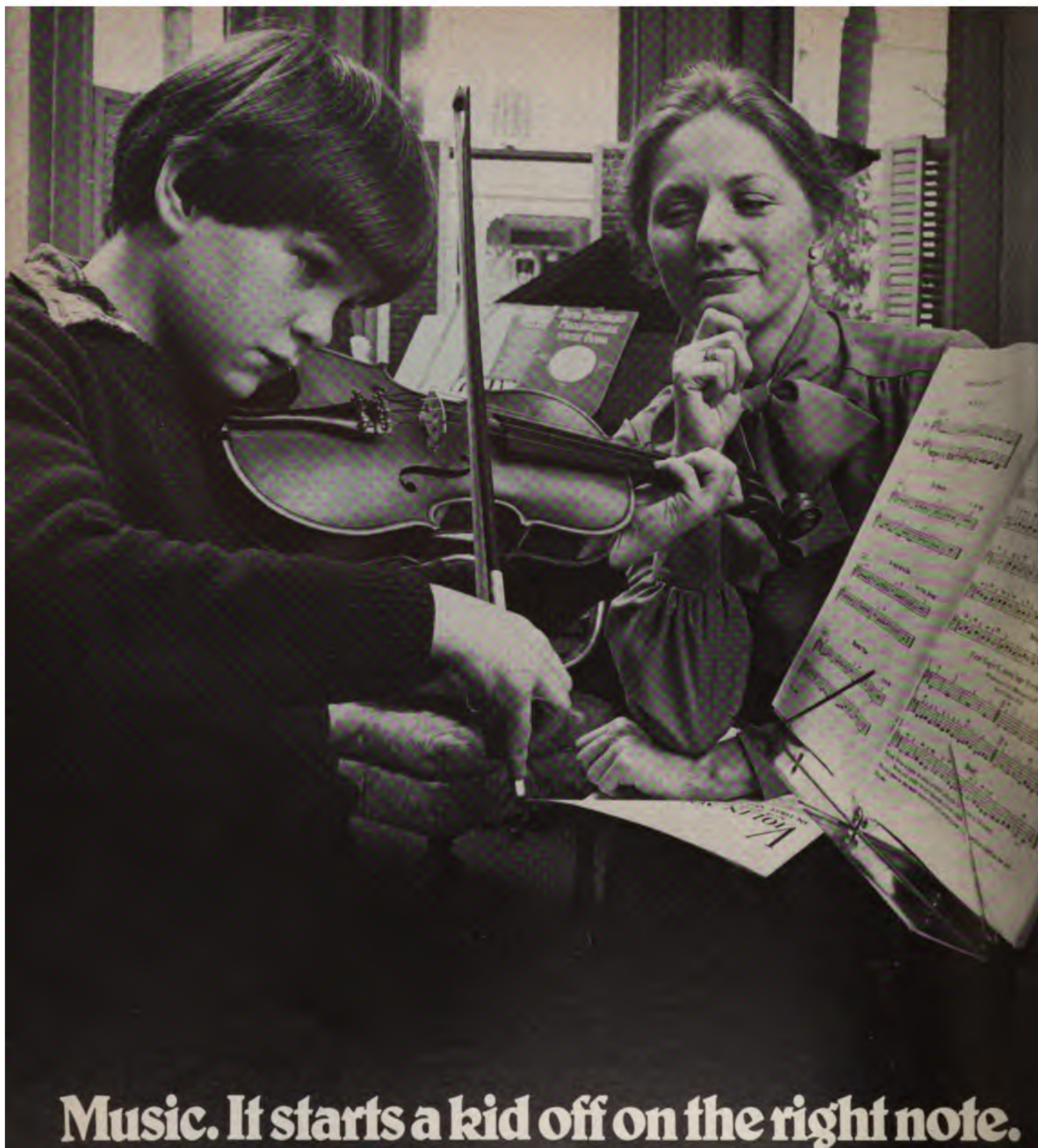


The system has many other uses, too. In guidance counseling, in-service meetings, staff conferences and obtaining guest lecturers.

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B. ☐ Board Member E. ☐ Business Mgr. H. ☐ Architect
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THE AMERICAN SCHOOL BOARD JOURNAL

APRIL 1979

Read this month's Ballot Box (see contents for page number) and cast your vote by marking the appropriate box at the bottom of this card. You may also use the space on this card for any comments you have about the Ballot Box proposition in this issue.

- ☐ Board member ☐ Principal
☐ Superintendent ☐ Other

Your name (optional)

School district name and address (optional)

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On the positive side, the Carter budget asks for \$142 million to target Title I aid to schools with heavy concentrations of children from low-income families, as well as a total \$29 million more for bilingual education, and \$22 million more for helping schools with their desegregation efforts.

AFTER A FIRESTORM OF PUBLIC AND CONGRESSIONAL REACTION, THE INTERNAL REVENUE SERVICE IS BACKING OFF FROM ITS INTENTION TO REVIEW THE TAX-EXEMPT STATUS OF PRIVATE SCHOOLS WITH FEW MINORITY STUDENTS. Original draft regulations from the tax agency called for I.R.S. reviewing the status of any private school—including religious schools—with a minority enrollment less than 20 percent of the minority school-age population in the community. Now another set of draft regulations has been issued for review *without* that strict criterion. I.R.S. plans to give greater weight to each school's particular circumstances . . . determining whether a school is racially discriminatory as to students." Schools formed or expanded at the time of desegregation of the public school system would be reviewed, the institutions have only an "insignificant" number of minority students. I.R.S. also is allowing schools "greater

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AMERICAN SCHOOL BOARD JOURNAL

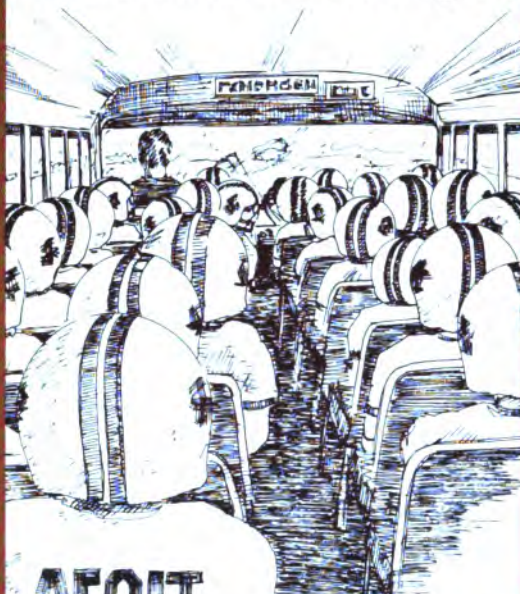
A recent survey revealed that the school teacher is a white-collar worker. The state's 505 school no-show teacher problem is growing.

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APRIL 1979

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flexibility" to show that they are not discriminating—an indication, civil rights groups say, that the tax-exempt status of few so-called segregation academies will be questioned.

IT ALMOST SOUNDED AS IF THE U.S. COMMISSION ON CIVIL RIGHTS THOUGHT THE NIXON AND FORD ADMINISTRATIONS HAD DONE A BETTER JOB ON FOSTERING SCHOOL DESEGREGATION THAN THE CARTER ADMINISTRATION HAS. In an annual report, the commission observed that in the 25th anniversary year after the U.S. Supreme Court's *Brown* decision outlawing separate schools, about half the nation's school children still go to schools populated overwhelmingly by children of their own race. What's more, the commission says that most of that segregation is outside the previously legally segregated South. When Jimmy Carter took office, the commission report noted, a cutoff of federal funds had been ordered in six major desegregation cases (this done by the outgoing Republican administration). Only one of those cases has been settled so far. The most intensive area of school segregation, the commission said, is in the Northeast and North Central regions of the U.S. The lowest level, by contrast, is in the border states and even in such Deep South states as Mississippi, Alabama and Georgia.

THE FEDERAL EDUCATION OFFICE HAS ISSUED NEW REGULATIONS FOR EVALUATING TITLE I PROGRAMS—A REQUIREMENT OF THE REVISED ELEMENTARY AND SECONDARY EDUCATION ACT PASSED BY CONGRESS. At least once every three years, local school systems must evaluate their Title I programs. Three "models" for evaluation are proposed for assessing reading, mathematics and language arts programs. Systems can use a "norm-referenced" approach, comparison groups or "regression analysis," which requires "pre and posttests," or a comparison between Title I students and a group of children not getting the extra help.

SCHOOL SYSTEMS MAY BE GETTING SOME SPECIAL FEDERAL HELP TO ELIMINATE THE DANGER OF ASBESTOS IN SCHOOL BUILDINGS. INFLUENTIAL HOUSE EDUCATION AND LABOR CHAIRMAN REP. CARL PERKINS SUPPORTS FEDERAL LEGISLATION. And, what the Kentucky Democrat wants for the nation's schools, he usually gets. The Environmental Protection Agency has asked for comment on a proposal (made by the private Environmental Defense Fund) to include asbestos under the Toxic Substances Control Act. If this were done, directives would be issued to remove or seal asbestos in public buildings, including schools. The cost of that undertaking would likely bring pressure for special federal help.

REP. DANIEL FLOOD IS REMOVED FROM HIS KEY COMMITTEE CHAIRMANSHIP BECAUSE OF HIS BRIBERY TRIAL. WHAT MANY CONSIDER THE MOST IMPORTANT EDUCATION POWER POINT ON CAPITOL HILL NOW GOES TO A KENTUCKY CONGRESSMAN. Rep. William Natcher (D-Ky.) has succeeded Flood as head of the education subcommittee of the House Appropriations Committee. This gives Natcher the first shot at reviewing all federal spending for education. Like his long-time Kentucky colleague, Rep. Carl Perkins, who heads the House Education and Labor Committee (which originates much education legislation), Natcher is a strong supporter of basic programs, like Title I. While generally thought of as a moderate liberal, Natcher has been known as something of a tightwad when it comes to spending for education. For years he headed the subcommittee overseeing the budget for Washington, D.C., and many people in the Capital thought he shortchanged the city's schools. □

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By Margaret S. Buvinger
President
National School Boards Association

Board members: Are you qualified?

Are you a "qualified" school board member? Most jurisdictions have scant requirements for school board service, usually little more than stipulating that a candidate must be a registered voter. What counts, at a time when school board members are increasingly required to make major decisions on complex matters, are qualifications that defy legal definition.

First among them should be an open mind and a willingness to learn. Perhaps that should be taken for granted, but observation of board members can prompt the suspicion that many of our number do not choose to learn. Let's hope that state and national school boards associations make it their urgent business to provide board members with infor-

mation about the educational process and the role of board members in it.

The individual background of a board member is far less important than is a willingness to devote sufficient time and attention to the particular concerns of a local system. Without that time and attention, no board member can hope to arrive at enlightened decisions. The day of one-hour board meetings in which business matters are dealt with tidily is long gone, and most boards find that the complexity of current problems requires an ever increasing commitment of time. Lacking this commitment, indeed, the strongest belief in public education, and in the lay direction of this education (another essential characteristic for a public school board member) is of no avail.

A love for, and a belief in, people is another—probably the most important—essential for school board service. Education is a people industry. It

would not exist if there were no children to be educated, and all of us ought to keep firmly in mind the reason for which we have schools. More than three-fourths of the expenditures in our school district budgets is used for salaries and other personnel expenses. This means, manifestly, that we need to be concerned with people in planning for and operating our schools.

A qualified board member, of course, needs to understand the fundamentals of budgeting and accounting, the principles of labor-management relations, the processes of good public relations, the techniques of long-range planning—all of which, fortunately, can be learned.

It is often stated that board members need to be all things to all people. A truly well-qualified school board member will come as close to this ideal as is possible for a mere human being.



Administrators cite training needs

By Thomas A. Shannon
Executive Director
National School Boards Association

The training of school administrators in management concepts and skills has become a prime responsibility of school boards today. The traditional curriculum of teacher colleges and graduate schools of education simply is no longer adequate. While many of those schools are reappraising their course offerings in light of modern management realities, there is at least a short-term training gap that must be filled. And school boards singularly have the practical resource and natural motivation to fill it.

Of course, school boards can't do the training themselves. But, they can cause it to happen and monitor its results. At the school board's direction, the superintendent, working with his or her administrative team, would formulate a management training program aimed not only at preparing administrators for future promotion but also improving their fitness for their present jobs. The school board would

review the program and, importantly, provide the money to carry it out.

The question arises: What do school administrators think about their own management training needs? In a survey last summer of six hundred representative school districts, H.E.W.'s National Center for Education Statistics identified school administrator training needs as perceived by district superintendents. Citing what it called the "growing problems in managing tight budgets, dealing with teacher and support personnel unions, understanding and implementing state and federal programs, managing limited energy resources, coping with increasing violence in schools, and other change-related areas," N.C.E.S. developed a survey listing 14 specific areas of school administration, and asked the respondents to: (1) assess the need for improved or expanded training in each area identified; (2) indicate preferred methods for providing the training; and, (3) evaluate the quality of current training programs. Ninety-two percent of the superintendents surveyed responded.

The majority of respondents cited a need for more training in winning community involvement and taxpayer support, energy management, budget management and school finance, program evaluation, education law, staff evaluation, public relations and media usage, employer-employee relations, implementing state and federal programs, civil rights compliance and organizational structure and development. Superintendents said they preferred training be provided by universities and associations, among others, and they called for "major improvement" in existing programs.

The N.C.E.S. survey, though criticized by some school administrators for its short response time and lack of middle-management participation, is a useful starting point for rethinking a school administrator management training program. For a copy, write H.E.W. National Center for Education Statistics, Washington, D.C. 20202. Ask for FRSS Report No. 5, *Training Needs of Public School Administrators—A Survey of Local School Districts*, Summer, 1978. □



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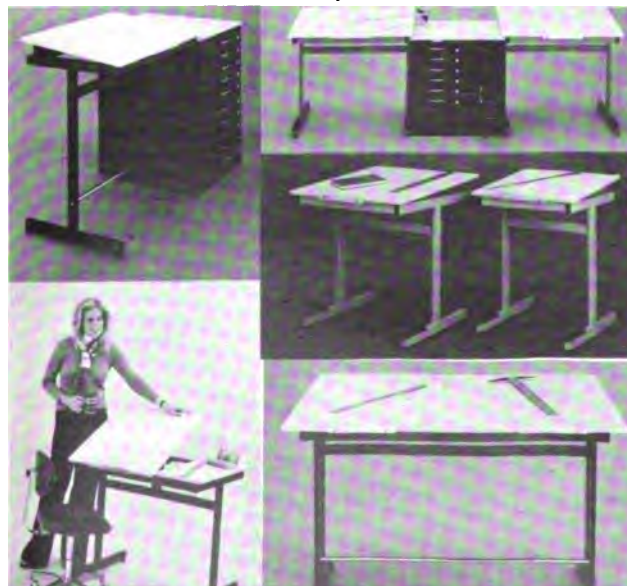
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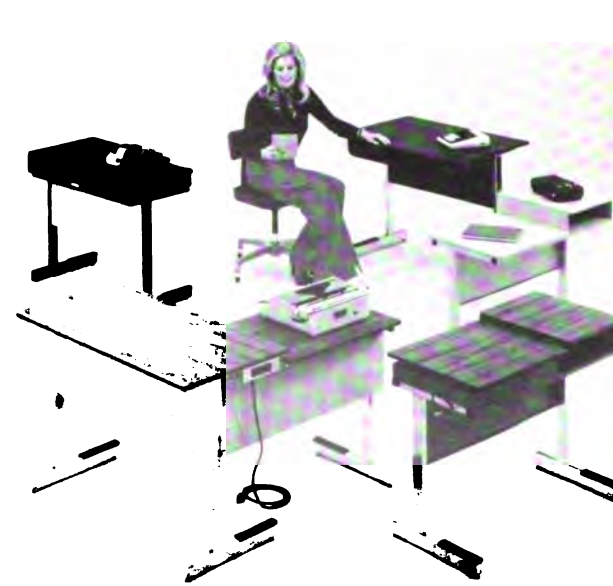
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(Continued from page 53.)

bassy in Washington saying that "the three younger children" of the Shah are "very interested in modern music. If you will provide me with a detailed list of what you will require, I will see that it can be arranged." The band sent back a price list of the electronic equipment they needed, and several days later a check for \$1,000 arrived in the mail.

Thunder thighs. A recent research report from Depauw University indicates that for women undergraduates this may be a new truism: The bigger the hip measurement, the better the grades. James George, who teaches computer programming at the school, said one of his students fed the computer information on female students' grades, hip, bust and waist measurements. Waist measurements and grades had no parallel, and trying to prove a correlation between breast size and grades turned out to be a flat bust. But the computer found that the larger a student's hips, the higher were her grades.

Do as I say . . . According to a publication called *New York Daily Metro*, when the New Jersey Senate approved a law intended to establish minimum competencies for high school graduation, the printed text of the bill contained these spellings: *explit, minnum, remediaton*.

Tough in the back seat. Rhonda Bingham, who wrestles on the varsity team at the Bellevue (Washington) high school, finished her season with a 2-0 record. The two wins were by forfeit. The boys who entered against her in the 115-pound division backed off from grappling with Rhonda, saying "you could only use half your moves." Rhonda's coach says that next year—after some intensive weight lifting—Rhonda will be even better. Two other girls have approached the coach

about wrestling next season and the coach says: "We may win all our meets by forfeit."

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• **Nova Scotia School Boards Association.** For more information contact: Mrs. Krischer, Canadian School Trustees' Association, 30 Metcalfe St., Suite 507, Ottawa, Ontario K1P 5L4. *In Halifax, Nova Scotia, May 2-4.*

• **British Columbia School Trustees' Association.** For more information contact: Mrs. Krischer, Canadian School Trustees' Association, 30 Metcalfe St., Suite 507, Ottawa, Ontario K1P 5L4. *In Vancouver, B.C., May 4-7.*

• **Eight Annual International Bilingual/Bicultural Educational Conference.** For more information contact: National Assn. for Bilingual Education, N.A.B.E. Conference, 122 Miller Hall, DQ-12, U. of Washington, Seattle, Wash. 98195. *In Seattle, May 4-9.*

• **QuEST 1979, annual educational conference of American Federation of Teachers.** For more information contact: Ms. Marilyn Rauth, A.F.T., 11 Dupont Circle, N.W., Washington, D.C. *In Washington, D.C., May 11-13.*

• **Seventeenth annual convention of Association for Educational Data Systems.** For more information contact: A.E.D.S., 1201 16th St., N.W., Washington, D.C. *In Detroit, May 15-18.*

• **State/provincial school boards association conventions.** For information, get in touch with association headquarters in your state or province. Delaware, May 18; West Virginia, in Beckley, May 18.

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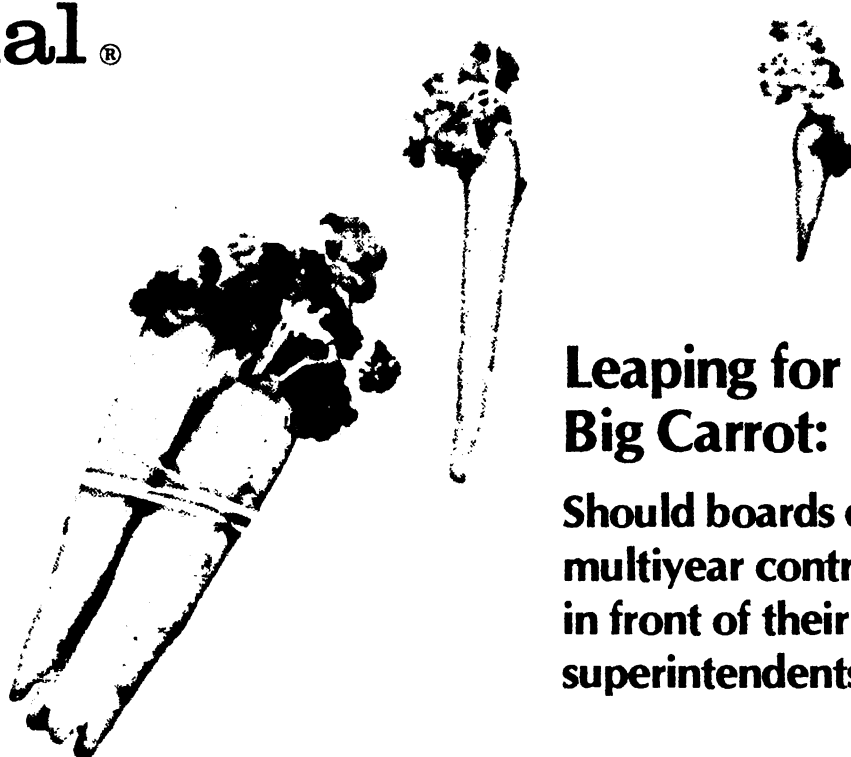
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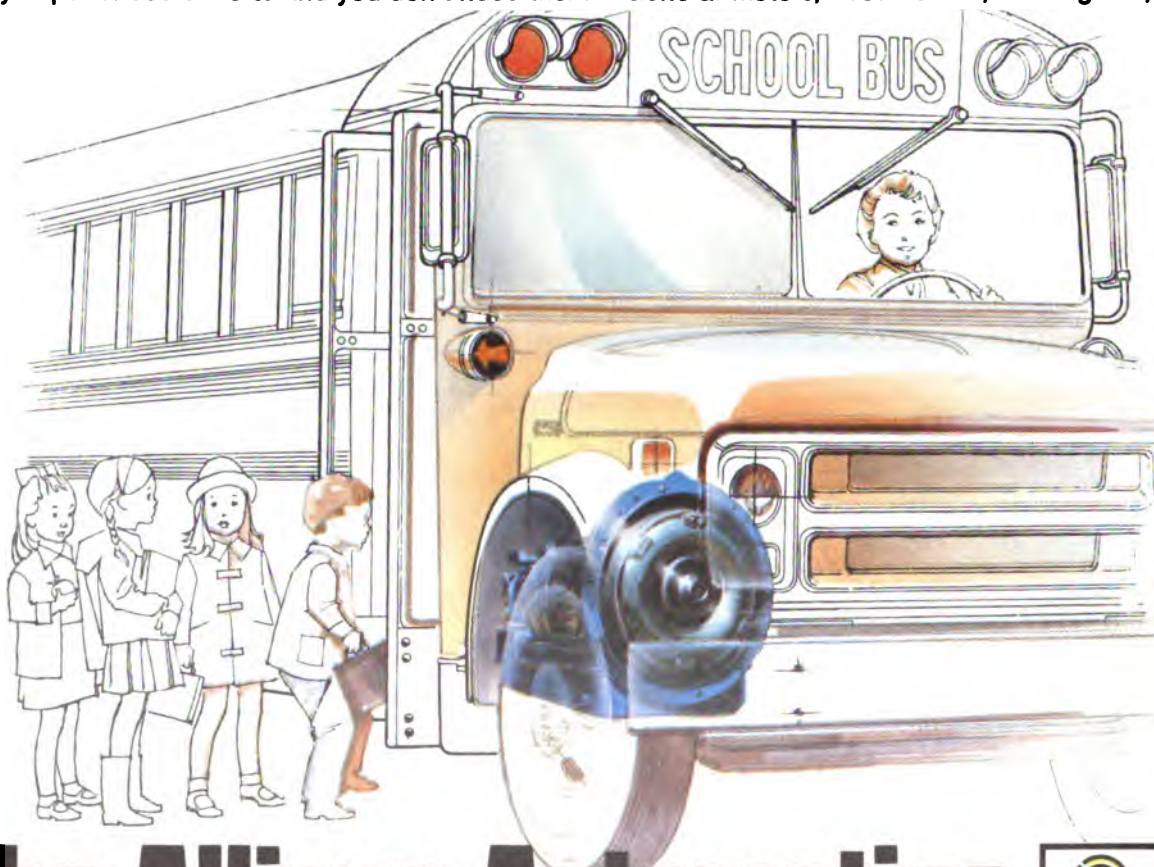
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MAY 1979 / VOL. 166 NO. 5

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write us a letter

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Impossible reality?

SIR: Your February book review (*This one penetrates the Bakke debate*) covers an extremely relevant topic—quota sys-

tems and reverse discrimination. Articles that I've read seem to conclude that, on a whole, most persons admitted under these special programs are not qualified. I believe that the quota system harms not only those who *are* qualified but also the special admittees. Qualified students may not be able to

achieve their potential because of delays caused by underqualified students. The problems that arise for the underqualified student may not be so evident, but they should not be discounted. Admitting underqualified students gives them the idea that they are competent to handle the curriculum and pressures of the school, while in reality they are not. After a time, these students will realize their failures and be unsure of their abilities.

People cannot be forced to become equal in matters outside of natural human rights. The quota system and special admittance programs are an aesthetic ideal of equality, but they are an impossible reality.

KARE WALLER
Marketing Department
Kenall Manufacturing Company
Chicago

Why zip Zips?

SIR: You always note the Zip Code in the JOURNAL's address, but evidently you want to discourage communication among your readers. I would like to see names, addresses and Zip Codes of the people who write articles and letters to the editor. And I would occasionally like to contact a book reviewer, too.

EINO KASPERSSON
Sterling, Conn.

Editor's note: The JOURNAL has a long-standing practice of forwarding letters that our readers want to send to our authors. That practice was started at the request of authors, many of whom don't have the staff or facilities for handling the volume of mail that JOURNAL articles elicit.

We're blushing

SIR: Thank you! Your February issue contained five articles about situations we've been wrestling with in our district during the past few months. The content of these articles was akin to having five seminars conducted in our district for the board of education and administrative staff. Keep up the good work!

JOSEPH C. GIALMALVA
Superintendent
Comstock Park, Mich.

Clear, strong statement

SIR: I liked the voucher editorial in your February issue (*California board battle vouchers, NSBA Views*). It was a clear, strong statement.

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Dr. Orin B. Fjeran
*Assistant Superintendent, Business
Everett School District
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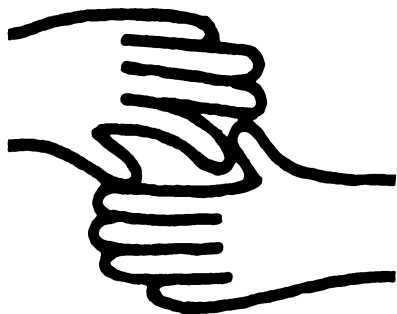
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the Journal adviser
what would you do if . . .

. . . one of your board members
wanted to 'invest' school funds

Board member Harry Feldman recently made a killing in the stock market. Harry isn't really a gambler, but his broker—who is his brother-in-law—had talked him into this investment and it had paid off handsomely; a terrific profit for little effort on his part. Because Harry had such good luck, he thought that the school board might consider investing part of its contingency fund into a similar kind of investment.

"I know you all think that stock options are a little risky for the school board to become involved with—and I guess I agree with you," Harry tells his board colleagues. "But I do think there are less risky stocks, bonds, or other funds that we might consider investing in until we actually need the money."

No sooner does Harry get out his last word than his idea is attacked by another board member, Jim Abbott. Abbott says that only banks, which insure accounts, are proper depositories for school board money. "We're dealing with the public's money here," cautions Abbott, "and we can't bet it all on one horse just because we have a tip that he'll pay off this time around."

Harry takes offense at Abbott's rude analogy, but decides to ignore him and put the question to the board.

"I propose that this school board invest its monies in financial institutions that give a greater return than do banks and bank certificates," says Harry.

As a member of this board, what do you do?

A. Ask Harry what would happen if the board loses school funds that it invests. That should end this foolishness.

B. Move to delay further discussion until the board has time to research existing state laws that govern the placement of public funds.

C. Ask the superintendent what the board's policy is on investing its capital.

D. Support Harry's motion. The board probably could get a much better return on its money outside of a bank—and many nonbank investments are safe, too.

FOR THE ANSWER, TURN THE PAGE UPSIDE DOWN

ADVICE FOR THE ASKING

If you are plagued with a prickly problem of school board membership or administration, throw it in the lap of the JOURNAL's cadre of consultants known collectively as The Journal Adviser. We'll change the names of persons and places. Then, we'll share the problem *and* its suggested solution with our readers. Write: The Journal Adviser, The American School Board Journal, 1055 Thomas Jefferson St. N.W., Washington, D.C. 20007.

THE ANSWER: B. While at first glance this answer—delay discussion and check into state laws—seems obvious, the whole story is complex. Board Member Feldman has touched on a very real point: Some school boards actually waste money by letting funds sit in bank accounts when, properly managed, investment capital can make money for the school system. The first point to remember, however, is to check state law and school district policy. If the state law allows investing in other than insured bank accounts, make sure your policy is updated to reflect the law. Then get some proper financial advice. While you will never, or should never, invest in stock market "flivers," school boards might consider investments that include Treasury bills, certificates of deposit, or commercial paper. Again, for best results, check with a financial adviser. While Feldman may be wrong in practice, his theory is as sound as, well, the dollar.

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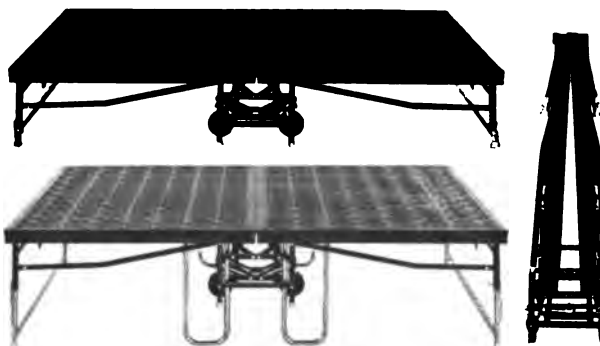
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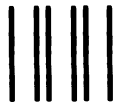
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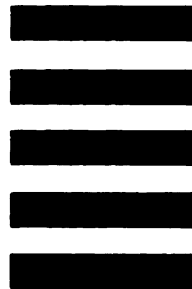
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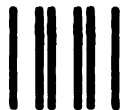
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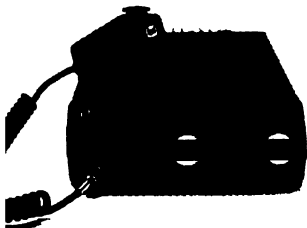
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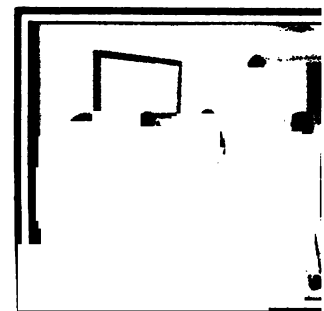


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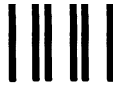
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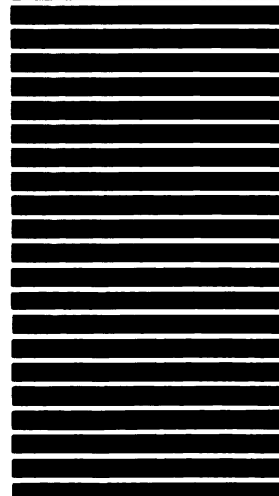
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Because of P. L. 94-142, the federal law that "mainstreams" handicapped children into regular classrooms, some school people have turned a watchful eye to what's cooking in the kitchen—and how it will have to be modified to meet the special dietary needs of handicapped students who, for the first time, will be looking to your school cafeteria for their lunchtime fare.

Early consultation with food service managers can avoid potential problems, while creating a pleasurable lunch atmosphere for the new students your school is likely to absorb. The most immediate concerns for food service managers and board members to consider: What modifications will have to be made in the current program? How much will it cost to make the changes? How much time will be allotted for planning and implementing additional or revised services?

To answer these questions, each school will have to make decisions based on the specific needs of its handicapped population. For some students the difficulty caused by their handicap is simply in getting their food to the table. For others it is in manipulating food from their plates to their mouths. And for others it is in eating certain types of foods.

The first step you should take is to determine the number of handicapped students involved and to identify their unique needs. The next: to locate knowl-

For valuable technical assistance in the preparation of this article, the JOURNAL is grateful to: Bob Meyer, Greyhound Food Management, Phoenix; Rudy Hoch, Canteen Corporation, Chicago; Jane Woodburn, Supervisor of Food Services, School District #410, Bothell, Wash.; Louise Frolich, the American School Food Service Association, Denver. For more information, please check Food Service on the reply card facing page 44.

edgeable sources of information.

An immediate source for consultation—after your city and district food service supervisor—is the department concerned with child and nutrition services within your state's office of education. Another is the U.S. Department of Agriculture's Food and Nutrition Service, which publishes a handbook on the food needs of multiple-handicapped students.

Several commercial food service management firms have dealt with requests for special assistance to incorporate handicapped students in existing programs. Representatives from such firms can conduct on-site visits to inspect facilities, help list special needs, and educate your cooking and service staff concerning new procedures that may have to be adopted.

In general, school officials at the state and local levels and representatives of commercial food service firms agree that no major modifications in purchasing, production or service should be anticipated. But there are several aspects of your food program that should be examined:

Nutrition. Nutritionists report that the basic requirements for a food program which includes handicapped children are the same as those specified in the National School Lunch and Breakfast Programs. One dietician did report, however, that her district's program aimed for higher caloric intake for handicapped students.

Preparation. Slight modifications in preparation of food sometimes are necessary. Some students require a soft diet, and the purchase of a commercial blender can help meet this need. One food service supervisor, however, warns that heavy reliance on the use of pureed foods hinders the goal of providing expanded menu options. Natural purees (apple sauce, mashed potatoes) might be used as an intermediate solution. Hot dogs served separate from bread, oranges that are peeled and sectioned, and smaller food portions that are cut up, are examples of the minor prepara-

tion changes that can be implemented.

Service. Many wheelchair-bound students can manipulate their chairs through the line and balance their trays. Others need a supervisor or an aide to carry their trays to the table. In some schools, handicapped children come to the lunch room 20 minutes early to allow for easy passage. In general, food is served in the same manner.

Facilities. Any modifications in facilities would be minor. For instance, the tray line, benches and tables might have to be lowered to accommodate wheelchairs. Access to the lunchroom (door width, ramps, etc.) is still another consideration.

Supervision. A teacher or teacher's aide usually will be needed to supervise a table, in a ratio of one aide to three or five handicapped students.

Special equipment. Most authorities agree that little, if any, special lunchroom equipment is needed. If there are students with spastic disorders, tables can be purchased which have indentations for trays and glasses to prevent trays from slipping away when a utensil is grasped. One commercial food service representative reports that for safety reasons some schools request disposable eating ware.

Although the list looks extensive, keep in mind that the key to adjusting your programs to serve handicapped students is to allow time for planning. □

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Lunchrooms a mess? Consider the advantages of reducing all that waste from your lunchrooms with a **Pollution Packer commercial trash compactor**. The Model #1800 is available for school cafeterias and can be used with a chute, which takes trash right out of the food service area.

The compactor will reduce waste to one-tenth its original bulk, according to the maker. All models are in compliance with current sanitation requirements by the U.S. Department of Health, Education and Welfare. Parts are guaranteed for one year. From Tony Team Industries, Inc., Minneapolis. For details, circle 50 on reply card.

Hot/cold running water. Insufficient hot water for your showers and kitchens can be a continual aggravation, but an oversupply eats up energy. A **certified sizing guide for hot water heaters** will help you to select water heaters for your schools that will produce the total amount of hot water required at a given temperature over a given time period. Showerhead flow rates are also charted for major manufacturers, to help you conserve water. From the Rheem Water Heater Division, City Investing Company, Chicago. For details, circle 51 on reply card.



Hot stuff. Food stored in freezers can go straight into the oven if your kitchen staff uses **Sulfon-x insert pans**. Specifically designed for microwave cooking, the pans are able to withstand temperatures ranging from -40 degrees up to +300 degrees Fahrenheit. The convex bottoms permit even cooking, says the maker; tight-fitting lids help to prevent heat loss, retain food moisture and reduce cooking time by 25 percent. The insert pans can also be used in steam cooking. Pan capacities range from 19.6 to 1.6 quarts. From Rubbermaid Commercial Products Inc., Winchester, Va. For details, circle 52 on reply card.



Nutrition awareness program. To change the eating habits of youngsters in the face of fast-food ads on TV will take every prop in the book. The **Bite Right sandwich wrap** is designed to coordinate with school nutrition education programs by color-coded wraps that call attention to the value of various foods—Kelly green is matched with green vegetables, for example. Made of laminated foil and paper, the inside of the wraps are printed with brain teasers and food-oriented games developed by students and foodservice personnel. The color scheme can be continued throughout the lunchroom with napkins, disposable trays and aprons for lunchroom staff. From Reynolds Metals Company, Richmond, Va. For details, circle 53 on reply card.

Wrestle with this. If you need multi-purpose equipment in your gym for tumbling, mass exercises, and wrestling, the **System Nissen mat** comes in five pieces to fill any bill. Four 6 feet by 20 feet sections attach to a 28 feet by 40 feet main section by full length velcro hook and pile strips. Detached, the side pieces can be used as extra protective padding behind basketball stops or for tumbling. The main mat is seamless and can be folded and stored when not in use. From Nissen Corporation, Cedar Rapids, Iowa. For details, circle 54 on reply card.

Heat pump. Energy conservation features are an integral part of the **DS31 Solarmate rooftop heat pumps**. Damper controls provide maximum use of outdoor air for cooling, while dual outdoor coil refrigeration circuits allow greater part-load efficiency. The pumps have a solid state electronic control system, which measures the deviation between room temperature and set point, then supplies the air temperature to meet the load requirements. Since the system is all-electric, no flue or combustion air intake is needed. From Lennox Industries, Inc., Marshalltown, Iowa. For details, circle 55 on reply card.



Not just hot air . . . less energy is needed to maintain uniformly lower cooking temperatures in **Air-Flow Convection ovens**, which provide a steady flow of heated air over food being baked or roasted and strip off cold air at the same time. According to the maker, meat shrinkage is reduced, natural juices are retained for better flavor, and you can stretch out more servings at a lower cost. Oven interiors are porcelain, for easy cleaning, and completely muffled and sealed from the outside atmosphere. Five chromed heavy-duty racks permit loading of every inch of space. From the Wolfe Range Company, Compton, Calif. For details, circle 56 on reply card.

journal after the fact



School sports rack up a million injuries

The long-overdue, congressionally mandated study on athletic injuries in secondary schools and colleges contains as many statistics as a newspaper's Sunday sports section. And the review—just like the sports section—will provoke a lot of selective interpretation, second-guessing and armchair quarterbacking.

More than one million injuries—111,000 of them major—are estimated to have occurred in public and private high schools and colleges during the 1975-76 school year, according to data from the 1,510 schools and 980 colleges that responded to a survey. Congress ordered a look at the situation in 1974 after it defeated a bill introduced by Rep. Ron Dellums (D-Calif.) that would have required trainers to be present at all high school and college athletic events.

Let's take a look at the scoreboard, sports fans:

For every 1,000 high school students who played tackle football in 1975, 242 received some kind of injury. Thirty-eight of those injuries were "major," meaning the student lost more than three weeks of classes or team practice. The injury rate for tackle football was four times the combined rate for all other contact sports, which include baseball, basketball, hockey, lacrosse, soccer and wrestling, among others. High school tackle football players were eight times as likely to be injured as were participants in noncontact sports.

Meaning: If you've got 50 kids on your football squad, 13 of them will be injured during the season. Many of the injuries probably could have been prevented—by school board action.

Surely your board has heard stories of

accidental death from football injuries and has heeded the cry for safer equipment for your team; one of the report's authors, Robert Calvert of the National Center for Education Statistics, believes deaths from football injuries have decreased over the past decade as a result of better equipment and rules changes. But one thing you may have overlooked (indeed, it's buried in a footnote in the report) may be right in your schools' backyard. In fact, it may be your schools' backyard. The report cites a 1974 North Carolina study that found that when high school football players used a well-kept, or "reconditioned" athletic field, the injury rate was 131 per 1,000 players. When players practiced on an "unreconditioned" field, the rate soared to 213 per 1,000. These figures should make you think about diverting some of the money used to keep the stadium field lush and green into keeping the practice field free of rocks, chuckholes and the like. This is especially true in light of figures that show that more injuries occur during practice than during actual games.

While the injury statistics for football alone are alarming, they tend to overshadow critical figures regarding the general health care available to student athletes. Only 11 percent of the public schools surveyed employed a certified athletic trainer. In most schools, the coach doubles as trainer—although many clearly are not qualified to do so. Skeptical of results that showed more than three-quarters of all injuries occurred while a "health care person" was present, the survey researchers called 456 coaches cited by their school as the prime source of health care assistance

for injured athletes. Nearly half had not taken required advanced first aid or other work to qualify them for these duties.

Solving the problem of competent health care for student athletes should be a prime concern for school officials—and it need not cost an arm and a leg. Granted: Few schools believe they can afford a full-time, qualified athletic trainer; financial pressures on school sports are intense and have been compounded by requirements for equal spending for women's sports; the school nurse can only handle injuries that occur in physical education classes because the nurse's office often closes at the end of the school day. So: Think about requiring your coaches to take some first aid courses and try to hire physical education teachers with accreditation from an organization called the National Athletic Trainers Association.

Interestingly, the survey is not limited to after-school athletics. Researchers also examined injury rates for physical education classes and discovered the total (244,879) was "higher than anticipated and suggests that this area needs more attention in planning health care." In the same breath, however, the authors state that the actual number of injuries in physical education classes probably is considerably higher because many schools do not keep good records.

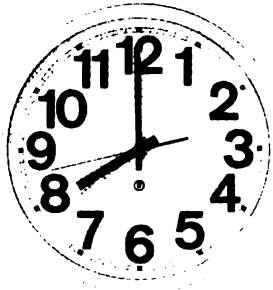
The 86-page report, 28 pages of which are devoted to charts, is available by writing to the National Center for Education Statistics, 400 Maryland Ave. S.W., Washington, D.C. 20201; or call (202) 245-8340. Title: *Athletic Injuries and Deaths in Secondary Schools and Colleges, 1975-76*.

PROBLEM:

Field trips—students love them, but they can present teachers and administrators with problems.

In today's fiscal crunch, many communities look on field trips as "frills"; few school systems can afford to hold as many as they'd like.

Travel time can be another problem, too. It's just not practical to take a busload of kids on a lengthy jaunt. There will always be lots of interesting places field trips just can't reach. Along with field trips, educators need another way to expose their students to the world around them.



Travel time can take longer than the visits.

SOLUTION:

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Telexplorer supplements field trips—helps planning of things to be seen and done, following up on details for further investigation. By saving money, it can free funds in your budget for some of the more expensive visits.



Take your students anywhere there's a phone.

The system has many other uses, too. In guidance counseling, in-service meetings, staff conferences and obtaining guest lecturers.

To get more information on Telexplorer, have your District Office call your local Bell System Education Account Executive.

The system is the solution.



He milks money from the feds for schools

The sweet sound you hear from the Mississippi Delta these days isn't "Dixie"; it's the clang of cash from a passel of federal funds. The man counting the coins: Otis Allen, superintendent of Leflore County (Mississippi) schools. (The May issue of *The Executive Educator* contains an in-depth profile of Allen.)

While some of his colleagues, in the North as well as the South, still are smarting from the effects of court-ordered desegregation and the need for federal assistance "just to keep the schools open," Allen gobbles up federal money with the vengeance of Sherman: "The government has been obligated to give us this money for more than 100 years," he says.

Allen and his federal projects coordinator, Archie Simmons, unabashedly will tell you that nearly one third (about \$2 million) of Leflore County's school budget comes directly from Uncle Sam. Their school system qualifies for just about every federal aid to education program that's come out of Washington. (The Leflore County school population is 96 percent black and more than 80 percent of the parents of school age children earn less than \$2,000 annually.)

Allen's hot pursuit of federal assistance has created an exemplary rural school system that is unprecedented in Mississippi; this might help Allen in his upcoming bid for reelection to the superintendency. The county's black voters' league is sponsoring an opponent, but Allen's years of successful service may outweigh his challenger's charge that he (Allen) is "typically paternalistic."

Before Allen was elected to the Leflore superintendency in 1956, the school system consisted of 67 schools—most of them the one-room variety. Since then the county's schools have been consolidated into 10 federally built schools that are shining examples of Allen's skills at caressing the hand that feeds him.

Allen and Simmons go after every federal program for which Leflore can qualify. They're careful not to pursue any that they don't stand a good chance of winning: "It's not worth the time it would take to write up a proposal," Simmons says. That they've been successful in their bids is clear when a visitor is shown the libraries, schools, vocational education and multimedia centers

that Uncle Sam's money has built: "Thanks to that money, we've got facilities as good as a lot of school systems up North; without federal money there's no way we could have accomplished those things."

While the bulk of federal assistance goes directly to benefit the students and parents of Leflore County, a sizable portion of it is channeled into the production of an array of expensive brochures, pamphlets, film strips and movies, all of which effectively create a dazzling picture (showing before and after the influx of good old federal aid) of Leflore County schools. The reason so much money is spent on publicity: Allen says the federal agencies require evidence of how funds are being spent. What he doesn't say is that perhaps an award-winning brochure is a more productive route to the till than, say, a simple typewritten report.

Those who don't like the idea of federal education aid going to finance slick publicity brochures should point accusing fingers toward Washington bureaucrats who set up the game and not toward Otis Allen, who simply knows how to play it well.

Ontario slashes funds to reduce teacher glut

While school boards throughout North America are grappling with the effects of declining public school enrollment, the government of Ontario has stepped in with its own solution to one part of the problem: Next month it will close the province's two teachers colleges.

In addition to barring the doors at the two teacher colleges, next fall the government also will slash—by 50 percent—the number of subsidized enrollments in 10 Ontario universities' programs of preteacher training.

These measures and others are expected to provide long-term relief for the province's problem of too-many-teachers and not-enough-jobs while at the same time maintaining the number of qualified teachers who *are* needed. Robert Jackson, former director of the Ontario Institute for Studies in Education, estimates that the number of teaching jobs available in Ontario will *drop by more than 6,000 by 1986, and*

that elementary and secondary school enrollments will decrease from 1.9 million to 1.7 million.

Jackson's findings and recommendations are the results of a massive study on declining enrollments, which was commissioned 18 months ago by the province's minister of education and was completed in January by Jackson. The findings were compiled after Jackson held a series of meetings throughout Ontario; school board members, school administrators, teacher union spokesmen and the public were invited to air their views. The 307-page report has been termed the most thorough and extensive study to date on the demographic changes that have caused Ontario school enrollments to sag.

"Indeed, I am forced to admit that with this report I face a somewhat puzzling paradox: while many implications flow from the phenomenon of declining school enrollments, the decline

itself does not pose *any* problems for education. It is the associated factors, largely economic, social and financial, which pose problems and that require solutions to which attention must be addressed," Jackson says.

In addition to closing Ontario's teacher institutions, Jackson listed 106 other recommendations for the Ontario government to consider. Among them were the following:

- To make up for shrinking provincial aid to school boards and to relieve property owners of the increased tax burden (because of declining enrollments), the Ontario government should allocate more money to the total education budget—about \$224 million more. The government now contributes about 53 percent to the province's \$3.2 billion education budget; Jackson thinks the figure should be raised to 60 percent.

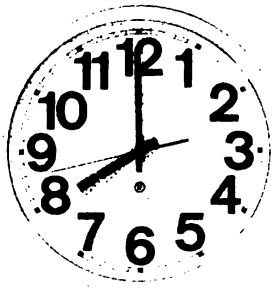
- To help schools in poor areas without a strong tax base and to help equal-

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journal after the fact

ize spending, commercial and industrial property taxes in the province should be pooled so that poorer school boards can share part of the tax base with wealthier areas. To help accomplish this end, Jackson suggests the province adopt a uniform tax rate.

- Teachers should be allowed to retire five years sooner than current regulations allow. As an incentive to retirees on the light side of 65, they should be allowed to work up to 100 days a year as substitute teachers without affecting their pensions.

- Permanent teacher certificates should be abolished and replaced by certificates that are renewable every five years—if the teacher has proven “continued professional development.”

- The jolt from the declining number of jobs for teachers should be cushioned

by job sharing, retraining of surplus teachers and adoption of smaller class sizes.

- The appointment of school administrators should be limited to “terms,” which would expire after three, five or seven years. After their terms, administrators would swap positions with lower-level administrators or classroom teachers. To keep down costs, administrators would be paid only a modest supplement during their terms at higher level positions. (Jackson reasons that because of declining enrollments vertical mobility within the school system is practically nonexistent: “The system will ‘freeze solid’ unless we deliberately crack it open and stir it up through artificial means.”)

- The government should offer school boards a financial incentive to dispose of surplus lands and buildings. (Even though the Ontario government pays for school construction costs, school boards there may keep proceeds from land and building sales provided the money is applied to other construction or land purchase projects within five years.)

- A two-year moratorium should be declared on the construction of secondary schools. Students who would

have attended the new schools should be bused to other nearby existing facilities.

- To encourage the use of part-time employees within the school system, Jackson recommends that they be granted the same fringe benefits, including pension plans, as full-time school employees.

Jackson also suggests that teacher unions be encouraged to develop plans for early retirement; job sharing (including night school and summer school jobs); elimination of large classes; all kinds of part-time continuing employment; promotions or transfers, job exchanges and leaves of absence; and in-service training that would include retraining teachers for jobs in business and industry.

He cautions that even though enrollments decline, school people cannot allow a slippage in the educational process: “Never lose sight of the fact that the child as the learner is not only the center of the school system, but the only reason for its existence.”

No discipline in school strike

Strikes do the darnedest things to people. In Washington, D.C., for example, striking teachers, union leaders, members of the school board and the system’s superintendent managed to create a scene that even the *National Enquirer* couldn’t embellish:

- The president of the teacher union and other union leaders delighted their membership by referring to the school superintendent as the “stupor.” (Not only was this term of endearment used at union gatherings, but it was repeated for newspaper, television and radio reporters. It appeared on signs that mysteriously were stuck in the superintendent’s lawn as well.)

- The union president captivated his teacher audiences by suggesting to them that perhaps the city’s transit and sanitation workers should join in the cause and “do a few things that cause inconveniences to people in the city.”

- The school superintendent, meanwhile, demonstrated his diplomacy by telling his audiences: “When an educational system fails, the only people held responsible are board members and the superintendent. We need as much clout as possible to fulfill our responsibilities without teacher interference.”

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- At teacher union pep rallies, there were antics performed by a cast of hundreds—shouting obscenities and creating chaos, all for the good of the cause.
- And noting the school board's

decorum during strike negotiations, a rather critical editorial in the *Washington Star* began: "It is unlikely that unanimity could be found among members of the D.C. Board of Education if

the motion before them was to send out for sandwiches."

Oh, we forgot to mention that one of the issues being haggled over is *student discipline*. Hmm.

The better you dress, the better you are?

School officials who would like to promote strict dress standards for teachers as a means of creating proper role models for students may find a measure of support in a recent study of Canadian students. According to *Human Behavior* magazine: "Putting on a coat and tie will help those men who want sixth graders to think they're high class. Wearing casual attire may cause youngsters to see men as rough and tough—possibly a beer-drinking truck driver."

The study was conducted by a pair of University of Toronto sociologists to examine how 180 students classify people and their environment. The students' observations were based on two photographs, one of a well-dressed gentleman named Mr. Gordon; the second of a Mr. Ellis who was wearing old clothes. The purpose of the investigation: "To see if children had any predisposition to see high or low-class figures as likely to engage in morally approved or disapproved behavior, or to succeed or fail in competitive tasks."

The study found little difference in the attitudes of first and third grade students towards the two pictures, but by the time the students reached sixth grade the kids began to draw inferences about other aspects of the men's lives that were not included in the picture. "Mr. Gordon [the well-dressed man] has a good business . . . he's an executive, and Mr. Ellis is the sort of guy that watches football . . . he could be a popcorn salesman," the sixth grade students reported.

What's more, the students said, "Mr. Gordon was honest, happy and successful. He could afford a big house and a fancy car. He made friends with important politicians, and although he was strict with his children, they were polite and popular."

The sartorial flunkie, Mr. Ellis, was described by children as "lazy, likely to lie, a 'gambler who loses'—whose friends hang around the street."

The Canadian researchers also report that somewhere between age 8 and 11 children have acquired predispositions

that make them expect poorly dressed and lower-class persons to be morally disreputable, while they see well-dressed persons of higher class to be esteemed.

After you get your teachers to be well

dressed, so they can more easily gain the respect of students, maybe you should ask teachers to explain to students that the status of one's clothing is not a valid indicator of one's morals.

Student loan defaulters pursued

H.E.W. bureaucrats have discovered a way to create *esprit de corps* among the ranks: offer gold medals, cash and other rewards in a game of "to-catch-a-thief." It works like this:

The purpose of the game is to nab persons who have defaulted on repayment of federally guaranteed student loans. The potential for winning is

high—there are hundreds of thousands of persons in the U.S. who received schooling (thanks to the student loans), but have conveniently forgotten to pay back their share of the more than \$400 million that Uncle Sam gave to make their education possible.

H.E.W. employees, who call the game

(Continued on page 43.)

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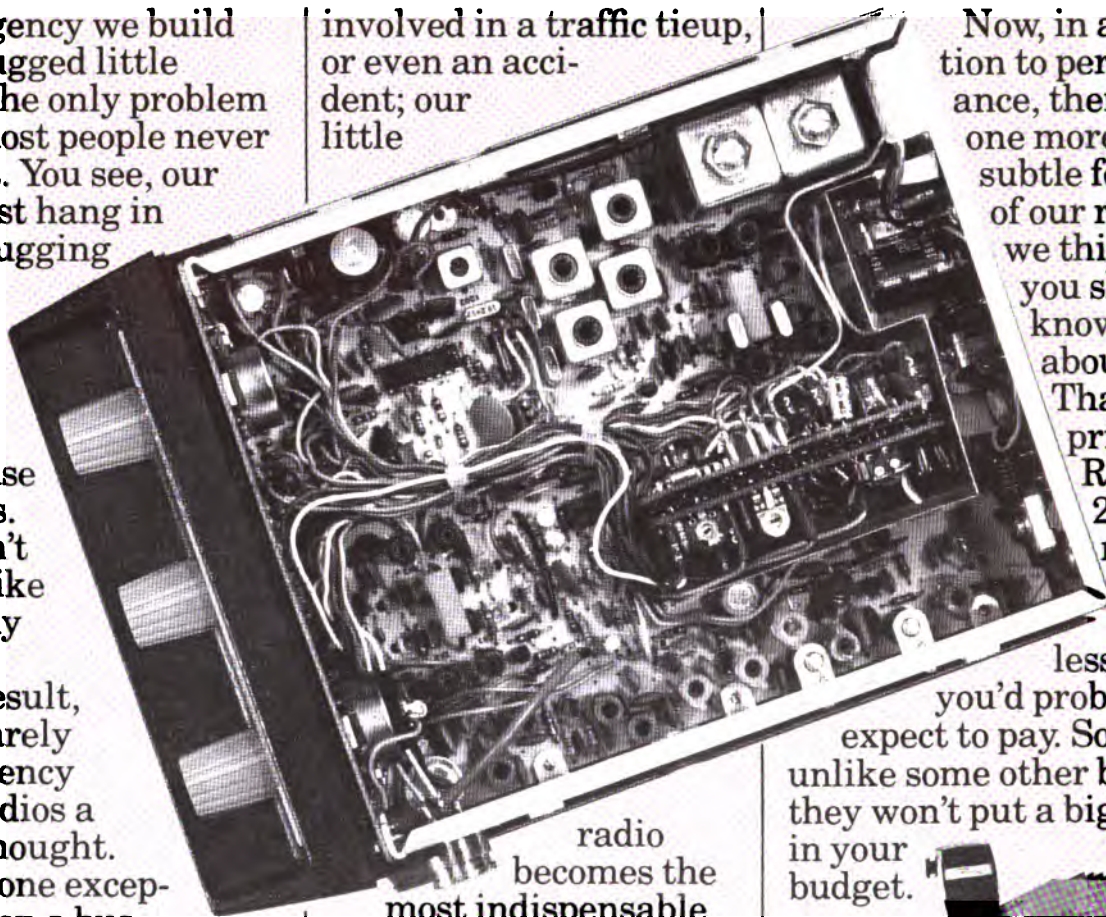
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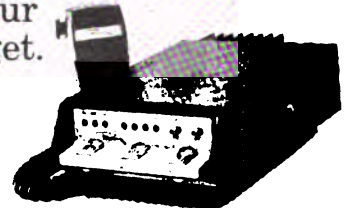


radio becomes the most indispensable piece of equipment on that bus. Because all the driver has to do is pick-up the microphone to get help.

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Now, in addition to performance, there's one more subtle feature of our radios we think you should know about. That's the price. Regency 2-way radios cost a lot less than

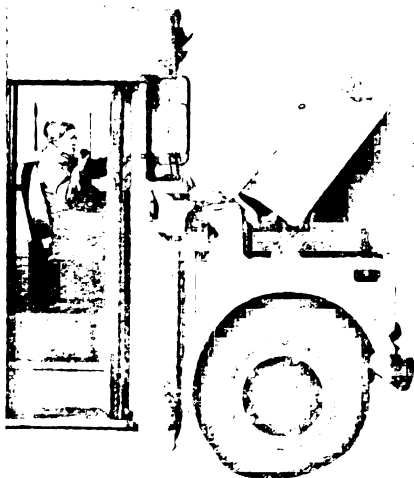
you'd probably expect to pay. So, unlike some other brands, they won't put a big dent in your budget.



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Superintendent contracts should bind without choking

SUPERINTENDENTS have complained—with some cause—that too often they are hired and fired according to the whims of a capricious or politically threatened school board, and increasingly superintendents are asking for strong work contracts as a means of protection. While in many cases school boards also benefit from offering superintendents contracts, a number of problems have appeared. A battle currently being fought in Montgomery County, Maryland, over Superintendent Charles Bernardo's contract, shows how careful school boards must be when considering both the length and terms of a superintendent's pact.

On September 9, 1975, Bernardo signed a four-year contract with the school board for a term "commencing October 1, 1975." In the agreement the school board stated that it would notify the superintendent regarding its intent to renew "no later than one full year prior to the termination of the contract." That one-year period—between notification and termination of the old contract—was included to give the school board and Bernardo a chance to negotiate new terms.

But 1979 (when Bernardo's contract came up for renewal) was an election year for the school board (four of seven seats were open). During his first four years in the system, Bernardo inevitably ruffled a number of feathers and in the spring of 1978 several of Bernardo's critics became candidates for school board seats.

About the same time—April 1978—the state of Maryland passed a law that says school superintendents had to be given four-year contracts (until the law was passed most of the state's superintendents worked without contracts), and that spelled out when the

pacts were to take effect, and when they were to be renewed.

The flash point of this volatile mixture of new laws and politics was reached when the outgoing school board (which supported Bernardo) gave the school chief a new four-year pact—and did that approximately five months before the school board elections and some 15 months before the superintendent's old contract was to expire.

A few days before Bernardo signed the contract, Henry Heller, head of the Montgomery County Education Association, charged that "background negotiations" were taking place to assure a speedy and quiet rehiring of the superintendent. When Bernardo actually signed the contract, critics cried foul, charging that the board was trying to extend its influence beyond its term in office by making sure the superintendent could not be fired—regardless of the voters' wishes. Fuel was added to the critics' fire when a retiring board member, replying to a question regarding the early contract signing, stated: "We are doing this to take the issue of the superintendent out of the school board race."

Marian Greenblatt, an outspoken critic of Bernardo and a school board member since 1976, charged that the "old board tried to perpetuate itself" and "usurp" state law. Others charged that the board signed the superintendent to an expensive contract (\$212,000 over four years with no buy-out provision) to make sure that any new board members would be powerless to fire Bernardo and hire a new superintendent.

When the election dust had settled, anti-Bernardo forces held control of the school board but now face a tricky situation: They say that to serve their constituents' wishes they should fire Bernardo, but to do so would mean pay-

ing off the entire contract and inviting charges of fiscal irresponsibility. "Our right as a new board has been taken away," says new Board Member Carol Wallace. "Bernardo holds on for financial gain," chides Greenblatt.

At JOURNAL press time, both the teacher union and school board have taken cases to court in an attempt to invalidate the contract. "The previous board appointed and reappointed him [Bernardo] in the same term," says Heller. Greenblatt claims the old board, in granting a new contract, "tried to put strength into a weak administration, and in doing so was circumventing the law." The judge in charge of the case subsequently ruled that Bernardo's contract is invalid. This means that unless an appeals court overturns this ruling, Bernardo will no longer be Montgomery County Superintendent when his current contract expires on September 30, 1979. Bernardo is expected to appeal the ruling.

That's where matters now stand, but behind the battle lines in Montgomery County lies a larger issue: How can a school board develop a contract that protects the superintendent from unnecessary political pressures, but that also serves the needs of the school board and community? The problem, of course, is that the theory of contracts for superintendents sometimes runs into conflict with the wishes of the board, and it's clear that for more than 16,000 school systems in the U.S. and Canada there is no perfect model contract for superintendents.

One point is clear, however: Contracts are not documents intended solely for the convenience of the superintendent. Contracts became increasingly popular when it became clear that some school board candidates were not above

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The contract carrot

using superintendents as convenient targets for attention-getting political or personal attacks. This pressure led some school systems into a revolving door syndrome: After each school board election, the superintendent soon was out of work. Supporters of contracts for superintendents say that contracts not only protect the superintendent from this kind of political pressure and give him the freedom to implement controversial or unpopular board policies, but that contracts also offer a school system the advantage of stable and continuous administration.

But this rosy view of contracts has a flip side. Many board members—including some in Montgomery County—point out that while fine in theory, contracts contain several thorny issues, chief among them being how long the agreement should last.

Two years ago the Educational Research Service surveyed 400 school systems in the United States and discovered that 37 percent offered superintendents a three-year contract, while 27 percent favored a four-year pact. The rest reported using either a one-year contract, a five-year contract, or offered no contract at all. The survey found that smaller school systems tended to rely on no contract or on one-year pacts while larger districts leaned towards contracts of four or five years in length.

The American Association of School Administrators (A.A.S.A.) offers school superintendents a model contract that points to a three-year pact as an ideal length. And recently a joint committee of the A.A.S.A. and the National School Boards Association (N.S.B.A.) drafted a report that backs the concept of the multiyear pact, saying: "It should be recognized by both the superintendent and board of education that it takes some time for a new chief school officer to establish programs, procedures, and style of management in a school district." Cautioning against establishing contracts in a "highly politicized" atmosphere, the draft report suggests that multiyear contracts are necessary because they allow the superintendent and board time to adjust to each other.

"One-year contracts may be fine for some," says one midwest superintendent, "as long as they don't mind being jerked around like yo-yo's. If a superintendent doesn't have a contract or is tied

down to a one-year pact, he has to spend all his time and energy trying to read the mind of the school board. With a one-year pact a superintendent can't provide leadership. All he can do is carry out those policies on which the board has reached complete consensus."

But a Virginia school board member offered this rationale for not offering his superintendent *any* contract: "We have a good relationship with our superintendent without a contract. And besides, all a contract would do is make the relationship more formal, and emphasize the worker-employer aspects of our relationship. In some districts that might be a good idea, but not for us."

Max Murry, a school board member in LaFargeville, N.Y., says that a two-year contract with the superintendent is the right idea. "A one-year contract is too short, and leaves the superintendent looking over his shoulder all the time. But if a superintendent can't blend school board policy into action within two years then it's time for us to find someone else."

Albert Schultz, superintendent of schools in Riverton, Wyo., agrees: "I had a three-year pact once, but didn't like it," he says. "It tied me down. I don't believe in breaking contracts—by anyone—and when a new board is elected and a disagreement crops up, it's the superintendent who has to pack up and move, not the school board."

But like many superintendents, Bernard Hatch, school chief in Williams-ville, N.Y., likes longer contracts and points out that "in larger communities a good superintendent can be counted on to make about ten percent of the people mad every year. What's more, it takes a superintendent several years in office to become effective. So a short-term contract tends to push out superintendents just when they have made some vocal enemies but nevertheless are becoming effective."

Others point out that a three-year term—at very least—is necessary to give superintendents room to operate and to make sure the toes that a school chief steps on when carrying out the school board's policies don't end up attached to the foot that immediately boots him out the door.

Another factor weighing in on the side of longer contracts: With increased political pressures being placed on school boards by teachers and the public, superintendents are vulnerable to losing their jobs less for performance than for disagreements over philosophy.

"It's not a proprietary job," says Jim Slezak, superintendent in Concord, Calif. "If a superintendent is offered work in a fairly stable district, perhaps only a two-year contract is needed. But if a school board gives the superintendent directions to make heads roll and shake up the system, then the board also should provide the superintendent with the necessary protection—possibly a four or five-year pact."

Even with the increased attention given to contracts for superintendents, too many school chiefs one day will find themselves abruptly being turned out of a job. Reason: *Nation's Schools Report* quotes one expert as saying most superintendents are "naive as hell" concerning the terms of their own contracts. Agreeing with that statement is John Wargo, head of the Illinois Association of School Administrators, who adds this advice for superintendents drawing up contracts: "Even if the school attorney is your best friend, get someone else to write your contract." (See accompanying story on page 28.)

Other than length, perhaps the most important part of a contract—for both school board and superintendent—is the section on termination. Many experts suggest that the contract should contain a buy-out provision. "A school board should have the right to get rid of any superintendent—even without just cause—it wants. But the school board must be fair and purchase the remainder of the contract," says one prominent school board attorney.

"I believe that many legal problems over contracts for superintendents could be avoided in most cases if buy-out provisions were included," says Myron Lieberman, a seasoned negotiator for school boards. Buy-out usually means that the standard employment contract contains a provision giving the board—for a dollar amount spelled out in the contract—the right to buy the contract for a given price. This price may vary, but one popular formula fixes the price at one full year's salary. Other contracts offer to pay the superintendent a full salary until new employment is found, and provide for any difference in salary levels between old and new job for the number of years left on the old contract.

Superintendents and school boards are warned, however, to check with state law regarding buy-out provisions before putting them into contracts. In some states it is against the law to pay public funds for services not rendered.

In these states superintendents might be given positions as "consultants" to the district and thus continue on the school system's payroll even though the superintendent has accepted an assignment elsewhere and is working in a different school system.

Some terminated superintendents prefer to take the dough and go; others want to stay on the payroll. Advocates of the former position say that a lump sum settlement is a cleaner, more flexible way for the superintendent and the system to end a working relationship. Advocates of the latter point out that by remaining as a "nonworking" consultant, the superintendent may continue to receive insurance coverage and that the school system doesn't have to come up with one lump sum. The problem with remaining as a consultant, however, is that a new school board or superintendent may decide—regardless of the contract buy-out provisions—to cut off all payments to the former superintendent. And as some superintendents know only too well, the problems, publicity, and stress of fighting for such benefits once employed elsewhere often are not worth the trouble.

"I think buy-out provisions are essential to both school board and superintendent," says Kenneth Underwood, a former superintendent and now professor of education at Virginia Polytechnical Institute. "But I also think buy-out provisions should work both ways. For example, if a superintendent gets a good job offer elsewhere, he should be able to break the contract by settling on a dollar figure spelled out beforehand. The superintendent and his new school board then would share in making that settlement."

Many superintendents interviewed for this article say that no one accepts a job believing they will fail, or that they ever will have to fall back on a buy-out provision. They point out, however, that buy-out provisions should be included in a contract as a means of insurance. And, like all insurance, it never is intended to be cashed in, but nevertheless should be included for peace of mind—for both school board and superintendent.

Many educators insist that boards should not overlook *evaluation* as a vital aspect of the superintendent's contract. "In return for a long-term

contract, school superintendent candidates should be willing to put up with long and grueling interviews by a school system's screening committee and the school board. Hand in hand with this procedure goes a yearly and thorough superintendent evaluation by the board," says Carroll Johnson, recently retired from Teachers College, Columbia University. "If a superintendent is doing a sloppy job, there's nothing like a harsh review by the board to prod that superintendent to start looking for greener pastures," one superintendent admitted.

None of these provisions—long-term contracts, buy-out provisions, extensive job interviews or evaluations—will assure that school boards and superintendents operate free of conflict. Because they are democratic institutions, school boards often change and it's only realistic to expect that new governance sometimes will call for new executive leadership. When a parting of ways does take place, however, school boards and superintendents can minimize conflict by protecting themselves with a well-written and thoroughly understood employment agreement. □

Boards, administrators offer model contract

Perhaps the most widespread model contract used by superintendents and school boards first was developed by the American Association of School Administrators (A.A.S.A.) in the early 1970s. Currently, that model contract is being revised by the A.A.S.A. and the National School Boards Association (N.S.B.A.). While the recommendations still are in draft form, some of the items under consideration include:

Preamble. This section of the contract explains why the contract is being developed, the ways such a contract benefits the school system, and why it is a reasonable and necessary protection for the superintendent.

Term. This clause spells out the period of time the contract is in effect. Such a clause should detail any provisions for extension. For example: The contract might call for a three-year term with a one-year rollover. This means that a three-year contract is given to the superintendent but the contract is renegotiated and extended each year.

Says the N.S.B.A.-A.A.S.A. document: "The original term should be for as long as possible" and, "in granting a multi-year contract the board of education is protected through its right to terminate the contract for just cause."

Superintendent's professional certification and responsibilities. The document should describe the superintendent's function and identify him as the chief administrator for the school system with power to organize and arrange the administrative and supervisory staff. Also included in this portion of the contract might be the state school laws and a clause that spells out the rights of the superintendent to lecture, consult and write.

Compensation. The superintendent's salary should be specified and should be payable in 12 annual installments. Also listed should be the right of the board to give the superintendent a raise.

Vacation and other benefits. The superintendent should receive all fringe benefits normally received by any other

administrator of the district, including retirement, insurance and vacation. This section also might include special benefits including: a deferred income plan; disability insurance; association dues; life insurance; sabbatical or study leave.

Expenses. The board should cover both the superintendent's direct and indirect expenses. Direct expenses should be listed as an amount specifically covered by the district. Indirect or non-deductible expenses (such as reimbursement for moving expenses) should be calculated—and figured into the superintendent's salary figure.

Provision for automobile or automobile allowance. The superintendent can be provided with an automobile (and insurance) either through purchase or rental. When providing an automobile, the N.S.B.A.-A.A.S.A. document says that for security reasons school systems should make sure that the license plates do not identify the superintendent.

Professional liability. Depending on

The contract carrot

state law, indemnification of the superintendent against claims arising from performance of duty should be provided by the school system.

Medical examination and personal protection. School boards should provide the superintendent with a medical examination and the board should receive a document attesting to the superintendent's continued physical fitness—rather than a full medical report. Also, the school system should provide the superintendent, when needed, with personal protection.

Goals and objectives. "The development of goals and objectives cooperatively by superintendent and board of education is strongly recommended, particularly to provide some basis against which the performance of the superintendent might be judged," the document advises.

Evaluation. This should meet the needs of superintendent and school board, and not some unrealistic management system. Areas such as evaluation might include: "... board-superintendent relations, community relations, staff and personnel relations, educational program, business and financial matters, professional and leadership development." Evaluations should be written.

Renewal of employment contract. A provision should be included (in the contract) that obligates the school board to provide written notice (that the contract won't be renewed) to the superintendent to 6 to 12 months in advance of termination. If not done within this time frame, the contract automatically is renewed for one year.

Termination. If the superintendent disputes his termination, the contract should grant him a due process hearing. When the superintendent does not dispute the termination, a provision for severance pay should be included. But

the draft proposal says that a dollar figure written into the contract may not be appropriate, and that perhaps such a figure should be left to negotiations between attorneys for the parties.

Savings clause. This provision simply says that if, for any reason, one clause of the contract turns out to be against state law, the rest of the contract is not invalidated.

Approval of the contract. The contract should be written in a brief form and in plain language, should be approved at a public meeting, and should become part of the public record.

Calendar of mandatory actions. The employment contract will place certain time deadlines and requirements on both the superintendent and board. The superintendent should take responsibility for providing the board with a calendar of mandatory actions including information regarding dates for adoption of goals and objectives, superintendent evaluation, and dates regarding renewal of contract.

Readers differ on ideal length of contract

In the February issue of the *JOURNAL*, *Ballot Box* asked readers to list what they considered to be the ideal length for a superintendent's contract. The results: Superintendents—who responded in great numbers—say they want long-term contracts (three, four and five years) while board members seem divided on the issue.

In general, board members favored three-year pacts, but a number said they liked the idea of shorter contracts. "The security mentioned in your question is needed only by those insecure persons who realize they aren't doing a good job," says one Arkansas school board member. "Three-year contracts are needed only by those superintendents who know they would be replaced if it wasn't so costly to buy them out."

A board member from Illinois adds that "it does not take three years to determine if a superintendent is doing a good job. A school board with policies covering superintendent evaluation can make such a judgment in a year—or even less."

A Georgia school board member describes the unique way he and his fellow board members offered a contract. Their superintendent candidate wanted a three-year pact but the school board didn't like the idea of any formal contract. They struck a bargain: "We decided that we'd offer him a one-year contract which—if he keeps his nose clean and does a good job—will be followed by a five-year pact." A Minnesota board member adds: "Too often I've seen a superintendent coasting along till a year before his contract is up, and then he works like hell. Let's keep it to one-year contracts and let the superintendent work like hell every year."

Among board members favoring two-year contracts is a Colorado board member who says: "Two years is plenty of time. If they can't show their stuff in two years, they'll never make it." An Indiana board member says he supports two-year contracts: "I believe the first contract should be for three years; all after that should be for no more than two years." A Kentucky board member

points out: "When you have a professional working with a lay board, you need to ensure responsiveness and avoid a tendency towards autocratic elitism that a long contract offers. A little 'insecurity' is good for democracy."

But a slight plurality of board members say they favor longer contracts—three years and more. "Longer contracts keep school boards from making hasty decisions about firing the superintendent," says a rural Colorado school board member. "But the school board must take part in formal evaluation of the superintendent's performance—no less than two a year." A New York board member adds: "When establishing educational goals and objectives, the success or failure of such programs cannot be measured effectively in only two or three years." A board member in Buffalo is more emphatic: "Education can't take place in a district with frequent changes in the professional leadership."

Response to the *Ballot Box* question
(Continued on page 43.)

Use the handicapped law to help educate nonhandicapped kids, too

By Pamela Jean Mills

WHILE every cloud on education's horizon may not contain the proverbial silver lining, here's a way school boards can use the federal law for educating handicapped children (P.L. 94-142) to help improve the performance of the entire school system.

First, a dose of realism: The handicapped law will increase the cost of education in your schools. The mandate calls for special services, creation of individualized education programs (I.E.P.s), and other requirements that force school boards to spend additional funds. But my premise is simple: If it's got to be done, why not do it in a way that can help not only the handicapped children in your schools, but also a number of other students.

For example: schools now have responsibility for providing a free, appropriate education for all children, and school administrators now are faced with the task of coordinating ancillary medical services needed by handicapped students. But a close look at your student population might show that other students could greatly benefit from the services of the speech, physical and occupational therapists, psychologists and counselors that the law now has made a part of the school team. Or to put it another way, will teachers be encouraged to use these professionals—working in the schools as a result of the new handicapped law—as a resource for all children? Students with problems at home or with personal problems might greatly benefit from exposure to these professionals. Such a plan would then leave a teacher free to teach and allow students with problems access to professionals who can help.

School boards also should make sure they make the best possible use of the highly trained special education people

who will be working with handicapped students in your schools. Whenever possible, these special educators should conduct orientation and training sessions with those classroom teachers who are inexperienced or frightened at the prospect of dealing with handicapped children for the first time. Responsibility for working with regular classroom teachers should be a part of the job description for special educators in your system.

Another way school boards can get the best mileage out of the new federal law is to make expanded use of the individual education programs that the law requires. These programs, 94-142 says, must be written for all students who receive special education services. The purpose of the I.E.P.s: to pinpoint areas of educational need and spell out a student's annual goals and the teacher's instructional program designed to meet those needs.

The law says that classroom activities should be established with specific remediation in mind and set up so that success is "guaranteed" (a tall order, for sure). The rationale: The program would make teachers immediately aware when handicapped children were falling behind in their progress in school and would allow special services to be called in to help each child learn up to capacity.

Why not expand this concept? Teachers will be familiar with setting up I.E.P.s for handicapped children, so why not also set up I.E.P.s for any children who, in any subjects, are performing below grade level? Not all students need I.E.P.s, but since the programs are operating in a large number of classrooms, why not expand it for the benefit of other children?

In addition, the law calls for an annual reevaluation that can be used to help schools measure the effectiveness of special programs. School boards also can use this reevaluation to cut out those services that don't work or no longer are necessary. A school board

might discover that the length of time a child requires a special service might actually decrease, thereby allowing nonhandicapped children access to those services or allowing elimination of services altogether.

What's more, this reevaluation can help school boards with the sticky problem of dumping inadequate teachers. This law says that teachers can be held accountable for meeting the goals and objectives spelled out in the I.E.P.s. Since school boards must keep records of teacher evaluations, those teachers who consistently fail to help children meet the specifications should be terminated. Failing to achieve these goals once or twice certainly isn't cause for termination (nor is the law an excuse for a teacher head-hunt), but repeated failure to achieve I.E.P. goals might add weight to termination action against ineffective teachers. (On the other hand, some of the school system's deadwood simply may quit when faced with I.E.P. requirements and with the prospect of having to face hard-to-teach children every day.)

Another bonus from the new law may come in the form of increased parental involvement. The handicapped law says that at the same time schools are being asked to spell out clearly what they will do for children, parents can also be asked to define what they are willing to do for their own child. Goals and activities can be written into the I.E.P., according to the law, that include both teacher and parent as education service providers, and both can be held accountable for their portion of the child's educational program. Savvy school boards may try to expand that concept to all students—not just the handicapped. In short, innovative school boards will improve the education of all children by using requirements meant to help handicapped students.

So take heart—it isn't all bad news. There are roses among the thorns, and the test of the strong school board is in the plucking. □

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Milwaukee's specialty school plan promotes learning and integration

By Margery Thompson

GOOD things can happen in big city schools—perennial crises notwithstanding—and sometimes the good things happen *because* of a crisis. One shining example is the way educational innovations and desegregation have gone hand in hand to improve Milwaukee schools.

School Board Member Margaret Dinges says that the Milwaukee board began to develop and implement a plan for citywide specialty schools in the early 1970s. The idea was to allow children with special talents or interests to attend schools that focus on developing those qualities. Then, in 1976, came a federal court order forcing Milwaukee to desegregate its schools: one-third of the 125 schools had to be desegregated by September 1976 and the remaining two-thirds by the 1977-78 school year. A desegregated school, as defined by the courts, would contain a minority population of 25 to 50 percent.

The school board's response was to turn its idea for expanding educational alternatives into a voluntary desegregation plan. This would allow parents a greater choice in the kinds of education available for their children by opening special courses and schools within each school attendance area. As enrollments shifted, integration occurred naturally. More options were created, and more magnet schools were opened for citywide enrollment at elementary, middle school, and high school levels. Each year since the court order, spokesmen say Milwaukee has made substantial gains in meeting the school board's original goals *and* the court's desegregation requirements—and has achieved some added bonuses along the way: Students from surrounding suburbs are signing up to attend inner-city schools; parochial and private school students have started transferring into public schools; school attendance has im-

proved; at least two historic school buildings in the inner city have been restored to much acclaim; vandalism has decreased; parent participation in local school affairs has increased.

The school board can't claim all the credit, however. Urban/suburban transfers have been boosted by a state aid plan unique to Wisconsin. Called Chapter 220, the plan pays state aid to the school system from which the student has transferred as well as to the school system that receives the student; nobody loses. To increase urban/suburban transfers, the Milwaukee public school system has contracts with 12 suburban school systems.

The Milwaukee desegregation plan depends on the specialty school programs—and the choices parents make. By the 1978-79 school year, parents of primary and elementary school children could choose to register their children in a neighborhood school, one of seven specialty schools located in various attendance areas, or in one of the six citywide special elementary schools. "We offer every mode of education that has developed in America since the one-room school," says Superintendent Lee R. McMurrin. "The basic curriculum will not vary, but the approaches to learning do."

McMurrin reports that school people throughout the United States visit Milwaukee to learn about the specialty schools and how to establish their own program. In the following paragraphs are four brief descriptions of the kinds of schools they see. All are elementary schools; all are racially integrated; three have citywide enrollments and one is an example of a specialty school in a specific attendance area.

• *The Golda Meir School for the Gifted and Talented* (gr. 3-6; enr. 340). This school is located in the same building the late prime minister of Israel attended in the early 1900s—hence the name. The building has changed little since that time, and Albin Kaczmarek, principal of the Golda Meir school, says the traditional classrooms suit the way

he organizes groups of 25 students for each teacher. "I wanted some structure in the school," he says, "but from that starting point, children move around quite a lot." During the school day students are sent to other rooms (to work with resource teachers), where the groups might number ten or fewer students. The difference between the normal elementary school curriculum and that in the Golda Meir school lies in the depth to which subjects are explored and the special opportunities available to help students develop other interests. Kaczmarek's goal is to provide a stable school structure along with the variety.

Kaczmarek claims that the school building, now designated an historic landmark, is a source of pride to students and parents, and he adds that its location is also particularly appropriate for a school aimed at providing additional stimulation for students. The Golda Meir School is in a business area, right across the street from the Schlitz Brewing Company headquarters and close to the center of Milwaukee. Students and staff make full use of the city's resources: the downtown library, the art center, and city hall. "We can see the art center from our building, so it is easy for classes or small groups of students to go back and forth—to the theatre, to concerts, to art galleries," Kaczmarek explains.

The traffic is not all one way; experts in various fields come to the school, as well. In one program, visitors get together for an hour with students over lunch in a special "round table" room. A staff member posts the name of the current guest in the lunchroom a day or two beforehand. The first students who sign up (no more than ten are included) join the lunch group. Sessions are informal; the agenda is simply anything the students want to know about that person's specialty. According to Superintendent McMurrin, who sat in on the round table with several school board members and students, there is never any lack of probing questions. "We've had an archaeologist, newspaper editors

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Visiting professionals frequently live the day at the Elm Creative Arts School. Here, a member of the Alvin Ailey dance troupe, performs for students.

and reporters from the *Milwaukee Star*, the computer director from Schlitz," says Kaczmarek. "We've even had a woman talking with the children about her work as a private detective." At the end of the session, the children take the visiting expert around the building and explain what *they* are doing.

• *The Elm Street Creative Arts elementary school* (gr. p-6; enr. 340) is another example of the way old buildings in the inner city can be given new life. More than 100 years old, the Elm Street school was modernized once in 1965 and again in 1977, when the school was decorated with graphic designs in bright colors and the interior altered to provide an art gallery and special classroom facilities.

The curriculum at the school weaves music, the visual arts, drama, dance and creative writing through the standard curriculum. Kent Anderson, curriculum coordinator, explains: "Where appropriate, teachers use the arts to help students understand a new idea. Then, there are separate classes in the arts, and they are considered as important as classes in other subjects. Finally, all the arts are taught as interrelated subjects so that children understand that rhythm is present in music, dance and poetry,



Instruction in the graphic arts begins in kindergarten and extends through grade six at the Elm Creative Arts School.



*Pupils in a drama class at the Elm Creative Arts School work with a coach from abroad—
John Coultas, chief drama adviser for the Somerset County (England) Education Authority.*



*Instruction in band or stringed instruments is part of
the music program for every child at the Golda Meir School.*

and that color is important in painting and in writing."

The art gallery in the school helps unify the curriculum. Exhibits are changed every six weeks according to different themes, but whether the theme is transportation or African sculpture, teachers and students will use the exhibit as the topic for drawing, writing, vocabulary studies, and other classroom activities. All teachers in the school have training in the arts; Anderson helps them find and develop appropriate materials to use in their classes.

Is the emphasis on the arts at the expense of other learning? Anderson and Jo Koebert, principal of the Elm Street School, answer: "No, quite the reverse." Anderson cites a similar program in Columbus, Ohio, in which students improved their reading and math scores while participating in an art-oriented curriculum study. Koebert adds: "Our test scores are very good. Of the upper-grade students tested last year, 90 percent were average or higher in reading and 93 percent were average or above average in math. I don't think we can take all the credit for that—we haven't been in existence long enough—but I expect we will maintain or even improve test scores in the coming years."

Koebert also credits the talent of her staff (there is already a waiting list of teachers who want to work at the Elm Street school) and the atmosphere of the building itself. "Teachers like being

here—and the children feel very lucky to be in this beautiful school.”

“I think we’ve had a positive influence in the neighborhood, too,” adds Koebert. “We have little vandalism; our janitor told me he used to have a lot of broken glass on the playground. Our neighbors are very proud of the building—and of our program.”

• *The 68th Street Multi-Language elementary school* (German: gr. p-5; French: gr. p-3; enr. 187) is Milwaukee’s answer to the F.L.E.S. (foreign language in elementary schools) programs that were notably unsuccessful in American schools in the 1960s. Instead of instructing children in a foreign language 30 minutes a day, however, the 68th Street school’s approach is total immersion in the foreign language from primary school (age four) through the next three years of school so that children learn to read, write and above all, speak the second language.

Helena Anderson, curriculum coordinator and foreign language resource person in the school, says: “After the first year, four-year-old children are fluent. Children often make mistakes in grammar and they do have to fumble for vocabulary, but they understand everything they hear. By the second year, children are starting to use the second language with one another—not always, of course, but when they begin to argue with each other in German or French, we know we are successful.”

After children learn to read (at least by the second semester of the first grade), they are taught in English for a part of the day so that they can learn key differences between languages—the silent “e” that exists in English but not in German, for example. The amount of instruction in English depends on the subject, but it increases in each grade until the fifth grade, when English and the other language (French or German) are used about half-time each. Fourth grade math is taught in English; and technical terms are taught to students in both languages.

No matter which language is used in class, children are tested in English with the rest of Milwaukee’s kindergarten, third grade, and fifth grade students. Says Anderson: “We just received test scores from last year’s third graders who had been in the program only one year. We were very pleased to see that we were above the city average in every subject and above the national average scores in quite a few. Reading is never difficult; the skill in one language seems

to transfer well into the other.”

Finding appropriate materials in French and especially in German is a problem, however. The curriculum at the 68th Street school is the same as in other schools, so Anderson must adapt texts when the foreign language materials do not reflect the objectives of Milwaukee schools. “We do have materials ordered from Germany,” says Anderson, “which we adapt wherever it is required. Our French materials come from Canada—we’ve been pretty lucky there, because many texts and other materials that are available in English editions are available in French in Canada.”

Children and teachers make up their own materials, as well. The child will tell the teacher about an experience he or she has had; the teacher will put it up on a chart and the child learns to read using the material he has dictated.

Anderson, whose first language was German, is one of three native speakers on the teaching staff; four teachers are non-native speakers who have lived or studied in Germany or France. Each teacher has an aide; non-native speakers are paired with aides whose native tongue is either French or German.

Grades are added each year to the 68th Street school and plans are afoot to add more languages. Tentatively, a Spanish program will be introduced next year.

• *The Philipp School* (gr. k-6; enr. 350) is one of two “basic fundamental” elementary schools with open enrollment. The program stresses academic progress in the basic curriculum: math, language arts and reading. The atmosphere at the Philipp school is quite formal. Strict disciplinary and dress codes are enforced: no fighting, smoking, profane language or disrespect for authority; neat clean clothes—no T-shirts without an outer shirt, no hats or coats in classrooms.

Parents’ active participation in students’ education is a must. Students are given homework assignments three nights a week and parents must sign the work. Parents also must promise to set aside a place for students to do their homework and see that the television set is turned off.

“You’d be surprised,” says LeRoy Freeman, principal. “We get a lot of support from our parents. They honor their commitments—and our P.T.A. raised more than \$1,400 this year for special events for the school.”

Students seem to thrive under the

structured program, says Freeman. Grades are average or above on citywide tests. He claims he has few disciplinary problems because kids don’t want to disappoint their parents—and, Freeman says, “I’ve got a powerful weapon—the telephone.”

The Philipp school was integrated in its first two years of open enrollment as an attendance area specialty school. The student body this year is predominantly black, Freeman says, because many black parents prefer the concentration on basic subjects and the orderly, disciplined tone of the school.

If there was a constant in the JOURNAL interviews with the staffs of many diverse Milwaukee schools, it was this statement: My school is best for my students; it’s where their parents want their children to be—and it’s the kind of school I like, too. “I’m sold on specialty schools,” says Helena Anderson. “In this instance, desegregation turned out to be a very positive thing for Milwaukee.” Anderson clearly speaks for many parents, students and teachers in the public schools of the city.

Coordinating all of these choices for parents is a monumental task, however. Last fall, 26,000 students had to register in new schools (students already in a specialty school need not reregister until they reach the next level—from elementary to middle school, for example). To keep parents and students informed, the school system publishes a catalog in January, outlining the various choices available at every grade level. Throughout the year meetings are held to describe the program; parents are invited to visit schools, and members of a citizens committee make home visits to explain the purpose of each new specialty school. Three enrollment periods are scheduled during February and March for the next school year; if enrollments for the special schools exceed capacities, students are selected at random and those not accepted are placed on a waiting list.

“It’s a lot of work for us,” says Superintendent McMurrin, “but the important thing is that we are making great strides in creating new opportunities, and we are getting the support we need from parents and the community. We were able to reduce taxes last year, so we think we are going about desegregation in a businesslike way.” McMurrin currently is absorbed in details of a new Montessori elementary school he wants to open—with all instruction in Spanish. □

Here's how to prevent fringe benefits from being a black hole in your budget

By Herbert Bool

EVEN if you think you've searched out every possible way to economize your operation, you probably have overlooked a budget area that accounts for as much as 10 percent of your system's payroll: fringe benefits. One reason they're not scrutinized is that they seem so uncontrollable. The cost of health care alone has risen more than any other item in the consumer price index (it has doubled since 1950) and shows no signs of abating. While no employer can hope to reverse what has become a national trend, there are ways that school boards can control the costs of medical insurance coverage for school employees—and in some instances you actually can cut costs. Here're some suggestions:

1. *Obtain a report on the merits of self-insurance.*

Self-insurance is a way for school districts to provide employees with hospital, surgical, medical, dental, disability or death benefits *without buying such protection from an insurance company*. Any school district can self-insure some benefits if the right circumstances exist. Savings are possible because of lower expenses and nonpayment of state insurance premium taxes—an entirely legal practice.

By using techniques like stop-loss insurance contracts or reinsurance, self-insurance risks can be limited. A stop-loss contract can be a contingency policy. Think of it as "backup insurance"—used only when a school district has begun to suffer a loss through payment of benefits. For example: When planning for the next fiscal year, a school system estimates that it will pay, in the course of the year, \$500,000 in health insurance benefits. Under its budget, it can afford as much as \$600,000 should claims exceed expecta-

tions, but \$600,000 is the limit: The district simply will not have the funds to pay health benefits beyond that amount.

One type of stop-loss insurance provides that an insurance company would pay all claims above \$600,000. The premium (or price) for such a policy would be low because the expected level of claims (based on past experience) is \$500,000 and a substantial buffer exists.

A stop-loss can be fixed at any reasonable point—in this case it was \$600,000. In general, the more risk the insurance company is asked to assume, the higher its premium will be.

With proper planning and under the right circumstances, the cost of self-insurance combined with a stop-loss contract may be substantially less than if full coverage were bought from an insurance company. However: The issues are complex and a detailed technical analysis is recommended.

2. *Consider eliminating insurance commissions.*

A direct way to immediate savings is not to pay insurance commissions, thereby immediately reducing your premiums. In most states, any group insurance policyholder, including school districts, may instruct the insurance company not to pay or charge commissions. This is *not* a special privilege of any class of group policyholders.

The money saved from nonpayment of commissions can be used to retain independent advisers who are paid directly on a fee-for-service basis; often these fees are less than the commissions formerly paid on the insurance contracts. If your school system decides to follow this course, care should be taken to obtain a consultant who is experienced in cost containment procedures, as well as qualified to offer advice on the entire range of benefit programs.

3. *Review the efficiency and economy of benefit program administration.*

It is important to make sure that the insurance companies' staff and facilities are being fully utilized by the school sys-

tem. Most school district benefit programs are insured by regular insurance carriers and the companies pay claims directly to the group member. The best of programs will fail if administration is inefficient, if claims payments are delayed or are mistakenly processed. Sometimes too many people are involved with claims payments—and occasionally too few are assigned. The efficient administration of benefits has more than economic effects, because poorly organized administrative procedures can endanger good employee morale and appreciation for the benefits program.

4. *Have your system's insurance program analyzed periodically.*

From time to time the system's employee benefit plan should be reviewed to ensure that it remains rational and sound and meets the needs of employees. The school board also should request an annual update of the benefits program; this analyzes insurance company expenses and reviews reserves, retentions, rate renewal proposals, and the competitiveness of the current program. Periodically, you should consider opening the benefit program to competitive bidding.

Another part of the benefit program analysis might be a projection of future expenses based on current claims, trend factors and known inflationary factors in health care delivery systems. The analysis should recommend appropriate savings steps that the school system could immediately institute.

5. *Investigate new developments relating to cost containment.*

When attempting to put the lid on spiraling costs of benefits, school boards should consider the following: Health Maintenance Organizations (H.M.O.s), the institution of second surgical opinion programs, pretreatment reviews for dental services, a system of monitoring hospital admissions for medical necessity and appropriate length of stay, and control programs to

(Continued on page 43.)

Herbert Bool is senior vice-president of a leading firm of actuaries and employee benefit consultants.

A circuit breaker for dim bulbs

You might be able to test teacher applicants, but no board has ever been able to test working teachers

By Dan Levin

AMONG your teachers, right there next to the competent professionals and the brilliant instructors, are some dim bulbs—let's just assume that for now. You want to identify these poor teachers (so, at the very least, they can get some basic training) and you also want to ensure that any new teachers you hire are not of the low voltage variety. How do you go about doing that?

The first answer that comes to mind is to do unto teachers as they do unto students: test them. Alas, the realities of employe unions and the general mistrust in the accuracy of tests make it all but impossible for most school boards to give teachers competency tests.

"There is no test conceived that would be helpful in determining whether teachers should continue to teach," asserts John Sullivan, director of Instruction and Professional Development for the National Education Association. If an individual teacher shows deficiencies (such as sending

parents ungrammatical notes), the principal should take up the matter of inservice training with the teacher, Sullivan says. He adds: "A mass solution to a singular problem is not the answer.

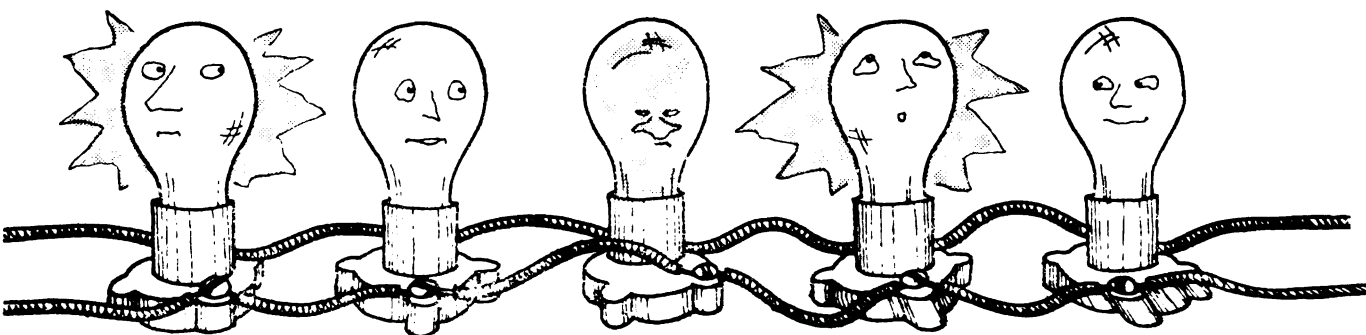
Dan Alexander, however, thinks the problem is more mass than singular. Alexander, the president of the Mobile (Alabama) County School Board, has embarked on a tenacious campaign to test the system's 2,700 currently employed teachers—and professional staff. At a press conference last year, he read aloud a letter written to a parent by a fifth grade teacher who had been graduated from an Alabama college with a master's degree in education. The letter, Alexander says, did not contain one grammatically correct sentence. In January of this year, the school board, stung by particularly low grades on a student minimum competency test—53 percent of eleventh graders failed an eighth grade-level test—and rising community sentiment against social promotion, voted narrowly to administer a teacher test.

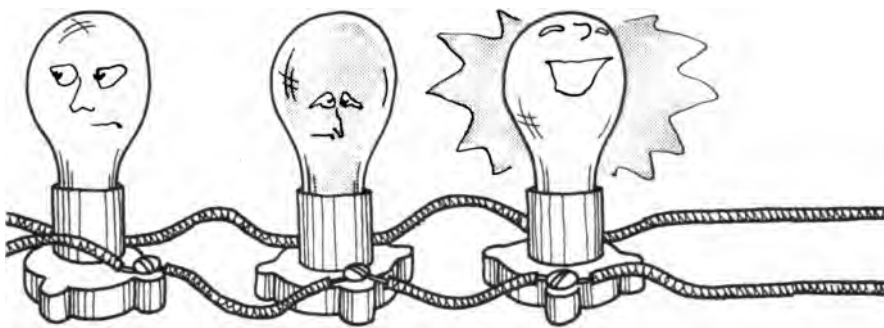
The Mobile County Education Association, meanwhile, would have none of this; its members voted overwhelmingly

not to take any test. In February, the board reiterated its position in favor of an exam and instructed Superintendent Abe Hammons to find a suitable test. The board also instructed Hammons to install a new teacher evaluation system, part of which stipulated that any teacher found making grammatical errors would have to submit an essay to the superintendent for evaluation. At the February meeting, the board also voted to require that all teacher applicants take the National Teacher Examination (N.T.E.). (In Alabama, teachers become certified upon graduation from college.)

Superintendent Hammons scoured the educational establishment for the proper examination, as did Alexander, but no one would recommend a test for currently employed teachers. Everyone said evaluation was the only way to go. But Alexander didn't believe that: "There's no reason to wait for some lengthy evaluation system to determine who's a good teacher," he says. "Two plus two is four no matter who you ask the question of."

The issue heated up: Alexander said he would resign if 70 percent or more of Mobile's teachers could pass the N.T.E.





He also told the JOURNAL that he's "willing to bet my job that 500 to 600 of our teachers won't be able to pass the eighth grade minimum competency test."

The teacher union brought up the racial issue, charging that the purpose of any such test was to weed out minorities. But the board passed a policy that stated for every incompetent teacher it fired, it would hire a competent one of the same race. "Nobody in education is willing to bite the bullet and do something drastic like this," Alexander says.

Finally, in early March, the board backed down. One member changed his vote; there would be no testing of currently employed teachers. Instead, Superintendent Hammons was instructed to fine tune his evaluation system. If the Mobile School Board proved anything during its initial tough stand in favor of teacher testing, it proved that the tests might be necessary but that they also are all but politically impossible to implement. As for testing teacher applicants: Mobile is the first system in Alabama to require the N.T.E.

Okay—you don't think the political pulse of your board is healthy enough for the strain of a teacher testing fight. Even if you sparked a debate, the union would raise hell and that would be the end of that. The next question: Is it necessary to test teacher applicants who, in many cases, already have been graduated from a school of education and have received certification?

The answer: Yes. Evidence suggests that people coming out of teacher colleges are on the lower rungs of the aca-

demie ladder and you, of course, want to make sure your students get the ones who can climb highest.

Unfortunately, standardized test scores of education majors are declining faster than are other students' scores (see related story on page 37), according to research by Boston University Education Professor W. Timothy Weaver. That's reason enough to start a discussion on the merits of testing teacher applicants—if the issue hasn't already been raised by parents.

The inevitable and most difficult question to settle will be: What test should be used for teacher applicants?

In Dallas last year, the school board chose the Wesman Test published by the Psychological Corp. of New York. It's a 60-question test—40 verbal analogies and 20 elementary mathematical problems—and the publisher advises no specific passing grade. For the purposes of screening teacher applicants, the Dallas school board chose 35 correct answers as the cutoff point; the test publisher says "female clerical employees" can be expected to score an average of 31.9 on the test. Another purpose of administering the Wesman test, say Dallas officials, was to compare results with the N.T.E. to see if there was any correlation. They wanted to know if the Wesman Test successfully could be substituted for the N.T.E.

But the research became tainted when the Dallas *Times Herald* obtained the test results through the Texas Open Provisions Act and in a page-one banner headline proclaimed that half the

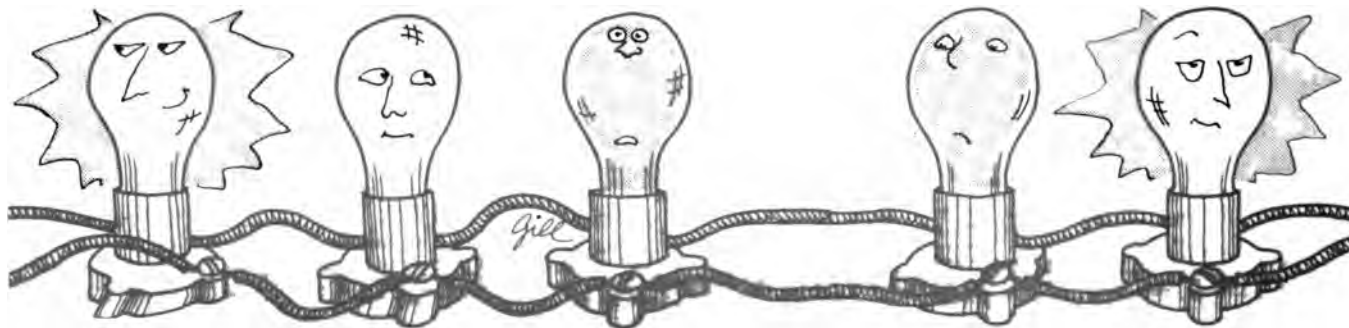
applicants had failed the test. More embarrassing: The newspaper gave the test to a score of Dallas prep school students (who had volunteered to take the exam) and the students scored much higher than had the teacher applicants.

Some of the applicants saw the test as a way of eliminating minorities from the classroom, although the president of the local teacher union, herself black, did not. Whites *did* score better than did blacks and Mexican-Americans (extremely high and extremely low scores were made by individuals from all groups). However: No one could find a culturally biased question on the Wesman test. Indeed, the Classroom Teachers of Dallas, an N.E.A. affiliate, offered only muted protest over the test, simply warning that the results should not be used as the sole input in hiring decisions (it never was intended to be) and that currently employed teachers should not be required to take any test whatsoever.

The N.T.E., however, gets lower marks from some teacher union officials. The N.E.A.'s John Sullivan calls the N.T.E. "culturally biased," saying many states no longer use the exam because it had the effect of denying job access to minorities.

A colleague of Sullivan's disagrees. Sam Ethridge, assistant to the executive director of the N.E.A., says: "The N.T.E. basically is a test of a certain kind of exposure so that people who live in the East and who read the *New York Times* automatically know some of the stuff in there. I do not think it discriminates racially, but it does discriminate against rural people."

Richard Majetic, Program Director for the N.T.E. at Educational Testing Service, is particularly stung by Sullivan's assertions that the N.T.E. is biased. He points to the minority group committee that combed the test several years ago and recommended changes that eventually became implemented. He also maintains that interest in the N.T.E. is growing because of the push for teacher competency. But Sullivan



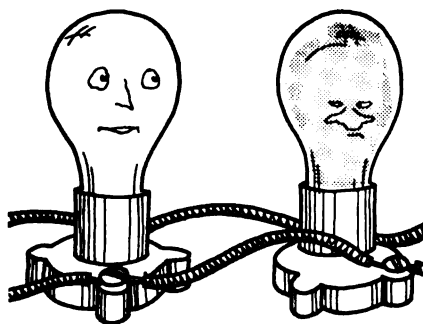
observes that only a handful of states still require all teacher certification candidates to take the exam. "And they're all in the South," he says pointedly.

The N.T.E., says Majetic, "measures undergraduate preservice teacher training." Colleges use the results to gauge their effectiveness; state departments of education use it for various purposes—teacher certification, for one—and local school systems use it as *part* of the teacher selection process. Majetic emphasizes that the N.T.E. should never be used to rank teacher candidates for the purpose of selecting one candidate over another, although it appears that's why Mobile and other school systems require the exam of all applicants. "All the N.T.E. can do is offer information about the knowledge a person possesses," he says. "It can be used as *one* method in the hiring process."

N.E.A.'s Sullivan and Ethridge are equivocal about testing to screen teacher applicants. They concede that it might be a good idea for local school systems to administer a short essay test to applicants to weed out the most flagrant grammar maimers, but both remain unalterably opposed to standardized tests, which, Sullivan claims, "shows a lack of faith in the accreditation and licensing systems in the state."

(Some school systems already have replaced faith with show-me attitudes. School systems in Connecticut and in the suburbs of Washington, D.C., for example, use essay tests to screen applicants.)

Boston University's Weaver says school boards definitely should test applicants somehow and that it's "not a bad idea to test teachers that have been around awhile." But Weaver, like the N.E.A., warns of the political ramifications of testing teachers, pointing out that doctors, lawyers and other professionals are not retested after graduation from college. "But come to think of it," he says, "I'd like to give my doctor a test every now and then." □



Teacher diplomas are thin guarantees

How do you know, how do you *really* know that the teacher you just hired won't turn out to be a turkey? Do you honestly believe that a diploma from a teacher college or school of education guarantees that your new employe knows the essentials of English grammar, for example, and can impart those basics to students? Well, you shouldn't and here's why: Many recent graduates of teacher colleges or schools of education are, in the words of Boston University Education Professor W. Timothy Weaver, "academic weaklings."

And Weaver has data to support his assertion. Nationally, high school seniors who indicated that they would major in education in college averaged 397 on the verbal portion of the Scholastic Aptitude Test (S.A.T.) in 1976; the national average for all students was 431. The same students scored 429 on the math section while the national average was 472. Even more disturbing: S.A.T. scores of education majors are declining at a faster rate than is the national average for S.A.T. scores.

Weaver studied eight teacher colleges and found S.A.T. verbal scores among students there plummeted from 472 in 1970-71 to 417 in 1975-76; the national average dipped from 455 to 431 during the same period. Math scores at the same colleges dropped from 506 to 445, while the national average went from 488 to 472. And it's not only the S.A.T. that's declining. Scores on the National Teacher Examination (N.T.E.) dropped from 581 in 1969-70 to 561 in 1974-75.

Data from the American College Testing Program (A.C.T.) reveal similar significant slippage. Of the 19 major fields of study reported by A.C.T. for the enrolled freshman profile for 1975-76 (84.2 percent of all freshmen at 1,128 colleges), all education majors were tied for 17th place on the math test and 14th place on the English test.

Why are education majors' test scores so pitiful? Weaver attributes poor test scores, in part, to the shrinking job market for teachers. Nearly half a million teachers were unable to find teaching jobs between 1969 and 1975, says Weaver. This forced many of the better students, those with higher grades, to consider other professions. Those without such options (those with lower grades) were forced to remain in the education field.

Florida is one state that recently has revised its thinking on the issue of teacher certification and testing. Its approach is interesting because it places the onus of teacher competency on the college more than on the individual student. Last year a blue-ribbon council identified 23 competencies that all teaching candidates must have. (The competencies fall under headings such as communications skills, basic general knowledge, administrative skills and interpersonal skills). The kicker: For a school of education to receive accreditation, 80 percent of its graduates must be able to pass the precertification test.

The trend of the past decade or so away from written tests for teacher certification seems to be reversing itself. At least 13 states now require some sort of exam for certification and several others are moving in that direction. State departments of education in Oregon, Michigan, Virginia and New York all are studying the idea; legislatures in Missouri, Arizona and Colorado are among several others batting proposals around. Georgia administered the first round of certification tests this school year, while Florida will do so in 1980. In Arkansas, the legislature liked the idea of a competency test for teacher certification so much that the House voted for the idea 84-2, while the Senate unanimously endorsed the proposal. Louisiana, meanwhile, now requires all school of education graduates to take the N.T.E. to receive certification. About 1,000 of the 1978 grads took the exam last year; half failed.

Standardized test scores, most everyone will acknowledge, should not be the sole or even preeminent basis for making hiring and employment decisions. But with new teachers' test scores going from bad to worse and with more and more indignant parents attending board meetings to read aloud embarrassingly inept teachers' notes, the issue of teacher minimum competency promises to be as urgent as the issue of student minimum competency. —D.L.

If you help them help you, citizens

MOST school people agree, at least theoretically, that citizen involvement in public education is a good thing. But school boards and superintendents differ markedly when it comes to putting that theory into practice. School boards recognize more readily that active and informed citizens and parents provide much-needed support for school budgets and programs; indeed, that citizens can perform functions on behalf of the schools that neither board nor staff can accomplish. Superintendents and school staff, on the other hand, often regard citizens in schools as so many loose cannons, getting in the way and wrecking carefully planned programs.

The conflict is real, but it is one in which the views of the school board should prevail—if only out of enlightened self-interest. Keeping lines of communication open to the public adds to a board's store of information about what is happening in the schools and decreases its dependency on superintendent and staff. And citizen involvement is the board's best way of legitimizing its decisions and creating new, powerful allies for the school board.

Here are some suggestions, from school systems and citizen committees that have worked together successfully, on how to make citizen involvement work. Follow the first three suggestions before launching a citizens committee program:

- *Review the way decisions are made in your school system.* Before citizens come into schools to help, make sure you know where they can be plugged in. Find out who makes administrative decisions, and at what level they are made, so that you can link citizen participation appropriately. If yours is a small school system or is highly centralized, one central citizens committee that represents parents from each of your schools, plus at-large members from the community, might suffice. If you have a two or three-tiered school system with subdistricts operating in different parts of a city or county, you may find that a network of citizens groups is pre-

ferable—perhaps a committee at each school, plus area or subdistrict committees, plus a central committee that includes representatives from each of the other two levels.

The Baltimore County (Maryland) school system (K-12; enr. 108,000) set up five area citizen advisory committees to study and make recommendations about issues affecting the entire school system and issues affecting specific schools. The area committees hold hearings, on occasion, so that parents and citizens serving on local school councils can register their opinions and have them included in the area committee's recommendations to the school board.

- *Survey your school policies, local laws, and be aware of ways citizen groups already are involved in your schools.* For example: Title I parent advisory committees already are working in many communities as a result of federal law. In Florida, local school citizen committees already are set up by the state, and California and Massachusetts require local citizen participation in decisions concerning certain areas of the school curriculum.

Take a close look at the organizations that traditionally work in schools—volunteer groups or the P.T.A.—and find out if there are any education committees of service organizations (Lions or Kiwanis clubs) working on special projects in your schools.

Match the talents, interests and energies of these groups with the jobs that your schools need to have done. You may find that the already existing parent teacher organization fulfills the role of a school committee and that no other is needed—or that an existing citizen committee can coordinate and recruit school volunteers.

- *Decide what kinds of help your schools need.* The committees you set up and the level at which they work will be determined by their tasks. If you want public involvement in your collective bargaining process, you might want to form a systemwide advisory committee to review contracts with the board and

superintendent. If school finance in your community has reached crisis proportions, you may want to form a blue-ribbon committee of influential and knowledgeable people to work on the problem. San Francisco and Detroit offer examples of school systems that benefited from the work of problem-solving citizen committees.

In San Francisco, a number of important financial reforms were made—one being a change to permit purchasing directly by the schools rather than going through city agencies, a move that saved considerable money. In Detroit, the school system faced bankruptcy and a citizen's group working with the superintendent helped develop proposals for increased state aid and new systems of local school funding.

If one of your goals is to include citizens and parents in the decision-making process generally, a local school committee is the most appropriate starting level. You might want the committee to examine and make recommendations about nonsalary budget matters. Superintendents and school staff may not like citizens poking around in schools, but there should be nothing threatening about a school principal working with citizens to decide whether to spend money on the school library or on new athletic equipment. With this kind of citizen help, the school board can publicize the school system's needs as well as make clear to citizens the district's total budget requirements and its many constraints.

Strong citizens committees often have humble origins. In Chattaroy, Wash., the Riverside school system's citizen involvement program was started by parents serving on a committee with school board members and school staff to review applications for four elementary teaching jobs. Says Riverside's superintendent, Keith D. Cabe: "This process worked so well, we expanded the committee's duties to include staff selection in the middle and high schools. The program has been a great success."

Spurred on by the early success, the Riverside school system adopted a 15-

will make powerful board allies

member central committee made up of three citizen representatives from each of five subdistricts. In turn, each of the central committee members acts as chairman of a subcommittee of ten to fifteen members from his district. The subcommittees study and make recommendations on such subjects as school security, development of tax levies, curriculum, graduation requirements, transportation, and district reorganization. The central advisory committee reviews and passes on recommendations to the school board.

One more point can't be overlooked: The makeup of citizens who are involved in committee work should reflect all segments of your population and, if need be, each school in the community. If there are class and racial differences in your community, for example, these should be recognized, and provisions should be made to include a broad mix of citizens.

Once the committees are set up and ready to go to work, these next three steps are crucial:

- *Be specific about the committee's function and authority.* The role you delegate to the citizens' committee may be limited or broad, but it must be specific. If you are asking your school committee to participate in the selection of a new principal—spell out *exactly* what the committee's role is: Example: "To nominate and interview three candidates and make a recommendation. The final decision will be made by school authorities."

Nebulous or open-ended directives quickly can get school boards in hot water. One Eastern school system asked advisory councils to select schools that should be closed as a result of declining enrollments. After much debate, the issuing of several reports, and considerable time and money, the committee concluded what the school board should have concluded before the committee was established: Such decisions belong not to citizen advisory groups, but to the school board.

The National Committee for Citizens in Education (N.C.C.E.) is equally direct

on this point. In describing the prototype for a local school committee made up of teachers and the principal along with parents and other citizens, an N.C.C.E. publication says: "The principal's major role is initially to set the limits on what the council can do and then to be a participant in its work. For example, school budget limitations need to be made clear at the beginning. . . . Similarly, legal limitations must be made clear."

- *Provide staff support to the committee.* Such help, of course, should be commensurate with the scope of the job—full time, part time, or occasional one day a week. Citizen action spokesmen say they need "support that is responsible to the committee, so that citizen groups are not dependent on or influenced by the principal or superintendent." Typing reports, photocopying multiple documents, searching out and compiling information, and seeing that each committee member has a copy of the material are all time-consuming tasks. Even well-meaning or cooperative administrators are apt to put a higher priority on completing their own paperwork than they are on lending the committee a hand. Superintendents and administrators who are downright hostile or indifferent to citizen participation

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can scuttle the school board and committee's efforts by withholding such support services. Clearly, no school system can ask citizen groups for help and then refuse to provide the necessary materials and assistance. You might want to set up an item in the budget for support services when your board creates the citizens committee; next best, designate specific staff people to be responsible to the committee and notify both staff and committee members who these people are and what their responsibilities are to be.

- *Provide access to accurate and complete information.* Education is a complicated business and school board members, of all people, know best how dependent they are on complete and accurate information. The same applies to citizens groups; withhold information and you will nullify any opportunity the group has to contribute its expertise in solving school problems.

An Eastern school system spokesman says: "An assistant superintendent is assigned to each of our citizen committees to attend all meetings and to respond to requests for specific or background information on issues. We give committees all resources possible—staff support and any information they require—so that when groups give us a reaction or make recommendations, we feel confident in the quality of that group's response."

After a school board has expended time, energy and political capital in establishing and working with a citizens committee, it would be dumb not to pay careful attention to citizens' recommendations. If your board does not or cannot act on all recommendations, explain your reasons in detail. You won't win friends or battles by ignoring a committee's decisions—they will become public knowledge sooner or later. School boards that give lip service to volunteer help and then ignore citizens' recommendations do so at great risk. Volunteer groups may claim that they have been used and, to paraphrase an old saw: Hell hath no fury like a committee scorned.

'Weighted pupil plans' determine class size

By Barbara Parker

SOME educators think they've come up with a way to alleviate the more severe problems of overcrowded classes *without reducing class size*. That seeming impossibility is accomplished through something called the "weighted pupil plan," a method for determining how a school system's available resources (usually teacher aides) should be distributed among classroom teachers. The weighted pupil plan is receiving an enthusiastic reception from some board members, administrators, and teachers; at least two local teacher unions are so enthralled with the idea that they've kicked in funds to make it a reality.

Drawbacks? The weighted pupil plan *does* smack heavily of an additional layer of labels stuck on children, and there's been some concern about the whole idea of "weighting" *children* for the purpose of getting more help for *teachers*.

Weighting plans are, however, growing in popularity and it's not unlikely that your board will soon be faced with a proposal to start one of the plans in your school system. Should you go along with it? To help make up your mind, take a look at how plans are working out in these systems that already have put them into operation.

There are several variations of the weighted pupil plan being implemented in school systems throughout North America, but basically the plan works like this: At contract time, teacher union officials and school board negotiators agree on a class size relief formula to assist teachers who can demonstrate that there are special classroom problems that merit special attention. A teacher can demonstrate that he needs assistance—usually in the form of a classroom aide—by using the predeter-

mined "weighting factors" that have been written into the contract. The weighting formula takes into account not only the total number of pupils in a class, but also the number of students whose special handicaps, problems or abilities compound the effects of class size for the teacher.

Generally, weighting is assigned on a scale of 1.0 (for "normal functioning") to 2.5 (for "disruptive students" and others requiring increased amounts of individual time and attention). If the class's combined "weight" is more than the board's specified maximum class size, then the teacher can request assistance (see accompanying story on page 42). For example: A teacher with three physically handicapped students, two non-English speaking students, one accelerated learner, and one child with a learning disability in a classroom of 28 children might claim he teaches a "weighted" class of 39. Under the plan, this would be reason enough for the teacher to ask for help—particularly if board policy specifies a maximum class size of 28.

Under the terms of the agreement, the teacher is assured that his request for assistance will, at the very least, be considered. Determining if and how it will be acted on is a separate and multistep process. It works like this:

In the Lodi (California) and Denver school systems, teachers requesting assistance must complete a class size relief application form that first is submitted to the school building committee, a group that exists in most school systems that are unionized. The committee works directly with the school principal (or his designee) in screening applications for class size relief assistance. The teacher must include, in the application, the total number of students in the class, a detailed calculation of the class's combined "weight," and recommended solutions for the class size problem. Some committee-sug-

gested solutions then are considered: long-term substitute assistance, teacher aides, extra individual learning materials, schedule adjustments. The school principal and the school building committee also discuss teacher applications and possible solutions at the local building level: on-site resources, schedule changes, faculty reassignments.

If these solutions don't seem acceptable, or if other help is needed, the teacher's request then is turned over to the *system's* class size committee. In Denver, this committee is composed of five teachers and five administrators and it's this committee's task to review all requests and determine which requests will be met and how the problems are to be solved. This committee's decisions then are passed back down to the local school building committees, principals and individual teachers. The school system's class size committee has the responsibility of notifying the personnel department of its decisions and listing the amount of money to be allocated for implementing the committee's suggestions. Funds for this program are charged against the class size program budget, which is a part of the negotiated contract.

In Denver, the annual class size relief budget is \$740,000, a figure that hasn't changed since 1977 when the plan first went into effect. Where did the money come from? Denver teachers allocated one-half of one percent of stipulated salary increases to make up the budget. Joseph Brzeinski, superintendent of the Denver public schools and Robert Gould, chairman of the system's class size committee, admit that other teacher groups may not be willing to kick in money for a class size relief budget. And there's little doubt that the Denver union has taken some flak from other locals for their willingness to support the program, but Gould adds: "Our attitude is that it's our money and we've chosen to allocate it in a way that will

Barbara Parker is an associate editor of the JOURNAL.

and priorities for teacher assistance

help our kids while it's helping our teachers."

Both Gould and Brzeinski say the plan is "a phenomenal success . . . largely due to teacher-administrator cooperation." The former chairman of the Denver class size committee, Robert Anderson, says the committee's excellent working relationship is due to the fact that—from the beginning—its members "quickly got beyond the stage of thinking only about who is sitting on which side of the bargaining table."

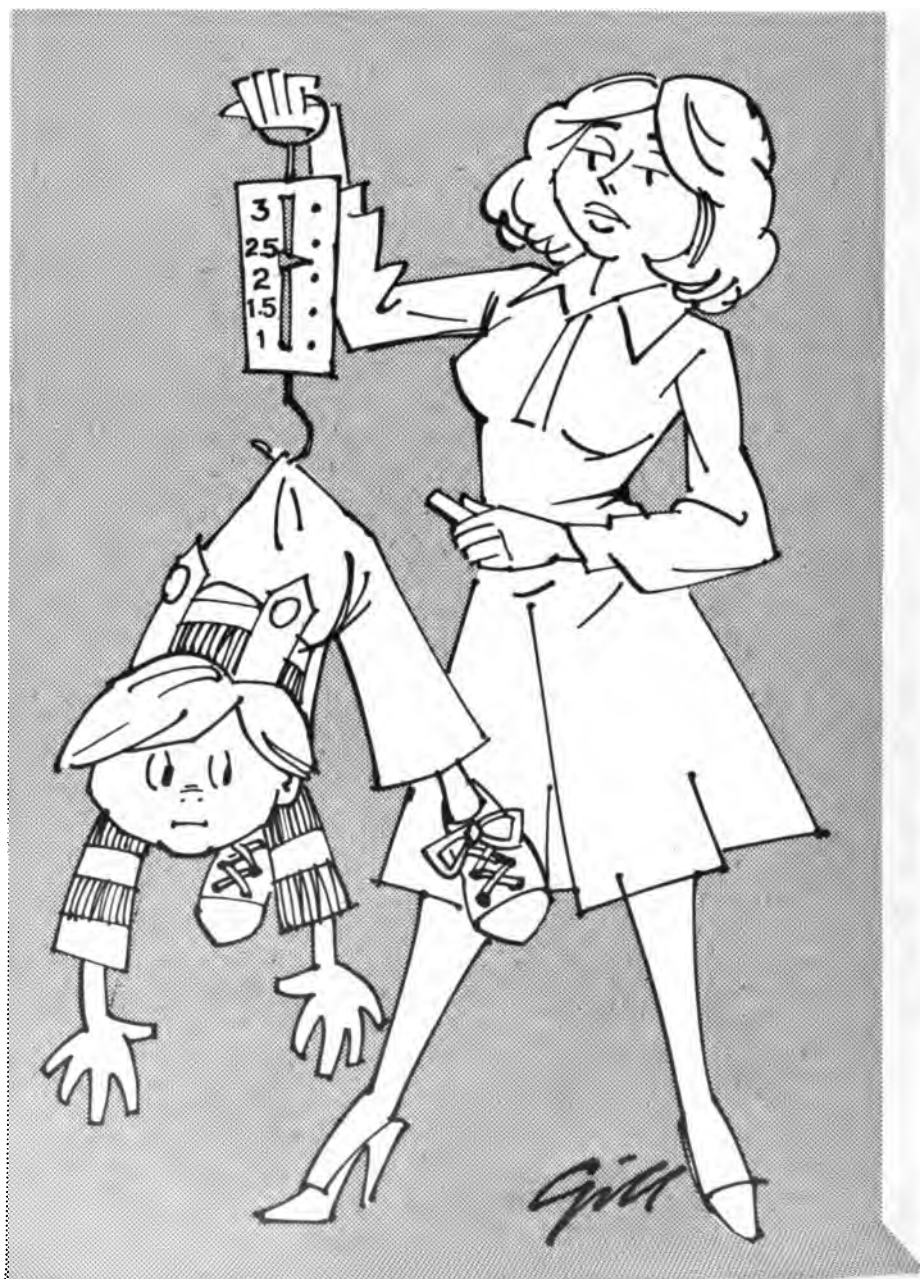
Ellerth Larson, superintendent of the Lodi (California) Unified School District, says that using the weighted pupil plan as a way to provide class size relief has worked "extremely well" in his system. Administratively, the plan took longer to establish than he and the class size committee had anticipated. The reasons: Teachers at first were skeptical about the commitment of school officials to meet their needs and some teachers balked at the paperwork involved. But those who created the plan point out that the detail involved in making the weighted pupil process work is intentional: "It is not a plan to be entered into lightly . . . and a responsible use of the funds dictates a serious effort by all involved."

Larson says there have been no indications that the process has been abused either by teacher or administrators. "At first we were rather suspicious of some principals who might have 'heavily weighted' some of their class lists to justify additional aid for their schools. But I don't think our suspicions were founded; it is, however, something that you have to be on the lookout for." Denver's Robert Gould agrees and adds: "It's part of the class size committee chairman's job to visit each school where special assistance has been requested (and granted) to be sure the assistance is being provided for the specific area it was intended." (In Denver the chairman of the class size committee

is released from teaching responsibilities to oversee the program.)

The weighted plan was created in Lodi in 1975, and the Lodi plan was the model adopted by the Denver schools.

In Lodi, the class size relief program had an annual budget of \$100,000 until Proposition 13 budget cuts were made. Since then, the class size relief budget has been slashed back to \$20,000.



"Barely enough for us to do anything," says Ellerth, "but then, the whole system is suffering and we're having to do what we can with what we've got."

The Denver committee conducted a survey last year of teachers, administrators, principals and teacher aides (who were hired as a result of the weighted pupil plan) to see how everyone thought the plan was working. All groups involved gave the plan high marks. Denver's Superintendent Brzeinski can't say enough good things about the plan (and his system's class size committee). "It's as highly praised by the school board, principals and administrators as it is by the teacher union. Because of it—and the cooperation among all groups—we've been able to provide more help

for the kids in the system who really need it."

Robert Gould offers a note of caution for any school system planning to start their own class size relief program based on the weighted plan formula: "Avoid—at all costs—the pitfalls of labeling students. Nowhere do we keep records of how individual students are weighted. How a teacher weights a student one year never is passed on to another teacher. The process starts over each year and only those teachers who need additional assistance ever get involved in the process at all. And even then, they use the form provided and never use the students' names."

Joe Ballard of the Council for Exceptional Children thinks the weighted

pupil plan is a solid approach: "It's a way to provide support services for the teachers and students who need them. Our position is that additional help must be provided for teachers so that they can meet the special needs of the exceptional children being placed in their classrooms."

Proposals such as the weighted pupil plan will draw increased attention from school board members and teacher unions because of P.L. 94-142, the federal "mainstreaming" law that places increased numbers of physically and emotionally handicapped children in classrooms. With little money available in most school systems for increased teacher salaries, unions and school boards may turn their collective bargaining attention to relieving a teacher's class size burden. So far, more than 800 requests for information about the program have been received by the Lodi and Denver systems. (Robert Gould, chairman of the Denver class size committee, will be happy to answer questions about the weighted pupil plan. You can write to him at: Denver Public Schools Class Size Committee, 900 Grant St., Denver 80203. Phone: 303/837-1000, ext. 2382.)

In this early flush of enthusiasm for the weighted pupil plan, claims of safeguards against labeling abuses are readily accepted. But some educators say that the educational labeling used in schools is inherently suspect because it's a way of finding something "wrong" with children to explain away shortcomings of teachers or schools in general: A teacher can't handle exuberant Johnny, so Johnny suddenly becomes "hyperactive"—see, there was something wrong with Johnny, not the teacher, all along. If labeling school children is inherently detrimental, so are weighted pupil plans.

Educators who take a middle ground and say that some labeling of students is necessary and, with proper safeguards, can be helpful still have to watch against well-intentioned weighted pupil plans becoming abused when put into widespread practice: If a harried Ms. Jones needs two more points to be qualified for a teacher aide, will Suzie (who has a reading problem that might be solved with some intensive but relatively short-term help from Ms. Jones) suddenly acquire a chronic learning disability?

Final judgments on the weighted pupil plan probably will be determined by how well school officials handle the prickly problem of labeling children. □

These 'weighting labels' determine class size

Here's how the weighted pupil plans described in the story beginning on page 40 work: A teacher who wants assistance because of a particularly difficult situation (a lot of kids in the class have special needs, for example) fills out something called a composition analysis form. (Only teachers who request help have to fill out the form.) What the teacher does, basically, is assign a weighted factor to each student and then add all these factors to get the "weighted class size"—and that number might be considerably higher than the actual number of children in the class. If the weighted class size is higher than the maximum class size established by the school board, for example, the teacher may be qualified to receive assistance in the form of a teacher aide.

Here are some examples of the types of weighting factors being used:

Weighted factor 1.0: Average kids and kids who don't particularly want to be in school but who don't disrupt the class.

Weighted factor 1.5: Bilingual children who are achieving below grade level and who need special help because of poor command of their languages; gifted children who need special materials and activities; children who read below grade level and need special, individual assistance; children of limited academic ability who need specially designed assignments and materials; transient students whose arrivals and departures throughout the school year require that the teacher do additional assessments, forms, record keeping.

Weighted factor 2.0: Students whose behavior is so disruptive that the teacher constantly must give them special attention; students whose rate of development in mental, social and academic areas is one-half to three-fourths that of average students; students with serious learning disabilities in language, reading, spelling, writing and/or arithmetic.

Weighted factor 2.5: Children of average or above average intelligence who have been labeled "educationally deprived" and who are functioning below grade level and are awaiting testing for possible placement in special education classes; children who have been certified for but exempted from special education classes; children who have been returned to the regular classroom from special education programs; emotionally disturbed children whose behavior disrupts the classroom; non-English-speaking children who have not been referred for special help.—B.P.

The contract carrot

(Continued from page 28.)

from superintendents was (understandably) heavy and to a large measure supported long-term contracts. A beleaguered Nebraska superintendent says he favors three-year contracts because of the nature of board-superintendent relations: "Most superintendents are constantly under pressure to resign from one or more disgruntled board members. Three years of security tends to give a superintendent a fair chance to succeed while still giving the board a reasonable amount to buy out for contract termination."

A superintendent from Illinois and one from Indiana agree that a longer contract is most important during the first years a superintendent serves with a school system. "I asked for—and received—a contract that gave me four years to set up and get my programs working," the Illinois superintendent says. "After that 'protected' time is up, then I'm willing to take my chances from year to year."

"The long-term contract is insurance that a school system will be provided with constant leadership," says a New Jersey superintendent, and a Pennsylvania superintendent boasts: "I have completed a four-year and a five-year term and have just been given another five-year contract. I think this has been beneficial to the school system, and the school board must agree."

A Missouri school superintendent adds: "Boards expect the superintendent to have good judgment so give the guy a long-term contract. After all, how many school board members have ever resigned for errors in their judgment?"

While the vast majority of school superintendents voted for three, four, or even five-year contracts, a handful of "rugged individualists" among our respondents say they don't need contracts at all. A Montana superintendent reports: "I don't want a contract. I've been in administration for 26 years and when the school board doesn't agree with my plans it's time for me to leave. A contract would just get in the way." A superintendent from central Ohio agrees: "Even though I selected the choice, favoring one-year contracts, I sincerely believe that a superintendent should work at the pleasure of the board, meaning no contract other than 30 days notice."

Controlling fringes

(Continued from page 34.)

cope with hypertension, obesity, alcohol abuse and smoking. These are important considerations for any school system *regardless of size*.

The H.M.O., which might cut health care costs from 10 to 20 percent, provides comprehensive, prepaid health care to a voluntarily enrolled group. The underlying premise of H.M.O.s: prevention of medical problems is both good medicine and good economics. (H.M.O.s have an excellent record for keeping hospital stays short and holding costs to a minimum.)

The value of second-surgical opinion programs can be seen from recent studies that have shown that from 15 to 35 percent of elective surgery either is unnecessary or can be treated nonsurgically. (It has been estimated that each procedure *not* performed in a hospital can generate an average savings of over \$3,000.)

Programs to control hypertension, obesity, alcoholism and smoking can pay for themselves in time through the alleviation of excessive hospitalization and medical care services and unused sick leave days.

6. Consider the joint purchase of insurance with other systems.

Insurance administration costs, like those of many other products, are "decremental": the larger the group, the smaller the percent of premium allocated to administrative costs. It is also true that the larger the group, the more influence the policyholder has with the insurer. And, the larger the group, the fewer the restrictions placed upon the benefits or the underwriting conditions. (Such restrictions might include long waiting periods, a ceiling on major medical benefits, or the imposition of clauses restricting payments for pre-existing conditions.)

A number of small or moderate size school districts could consider the joint purchase of group insurance for benefits they would provide in common. There is no hard and fast rule concerning how to combine in a common trust or group insurance arrangement. Some existing arrangements involve just a few school systems, and there are others where there is a statewide "umbrella trust" for school systems. Competent advice should be enlisted before establishing a joint-purchase program. □

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Chasing defaulters

(Continued from page 23.)

the "Collection Olympics," win points for each defaulter they sign up and bonus points if they catch up with the 6,700 government workers who've neglected to pay their present boss for his previous generosity. (H.E.W. officials admit that more than 200 defaulters work within their department.)

Leo Kornfeld, deputy H.E.W. commissioner for education for student financial assistance, estimates that the special olympics "are whittling away at the backlog at the rate of about 10,000 cases a month," and that the loan defaults of federal workers "has just about been resolved." In the first quarter of fiscal 1979, H.E.W. bounty hunters collected \$7 million. (The San Francisco regional office of H.E.W. collected a record \$1 million in January alone—more than it recouped during all of last year.)

H.E.W. Secretary Joseph Califano is taking more than a passing interest in how his employees play the game: According to the olympics newsletter, *The Collection News*, the Secretary receives the results and follows them closely.

Unfortunately only those who are employees of H.E.W. are eligible to play.

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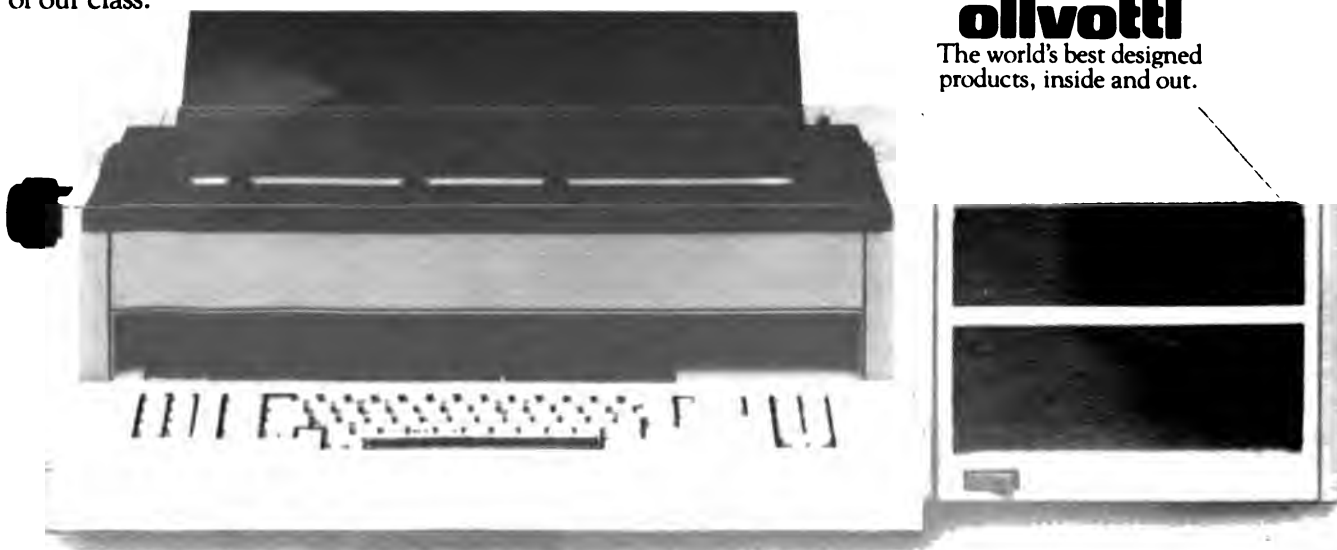
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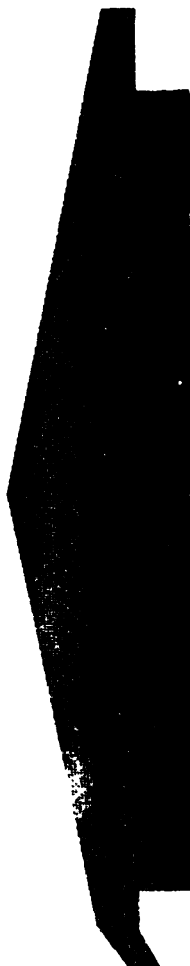
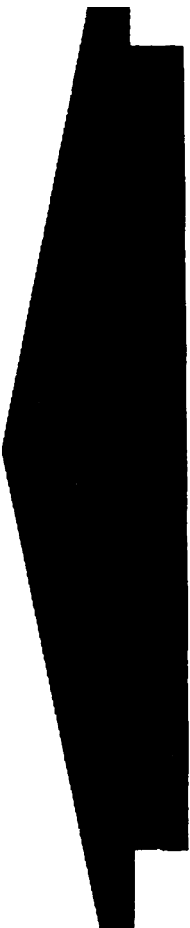
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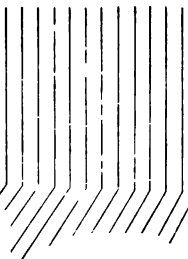
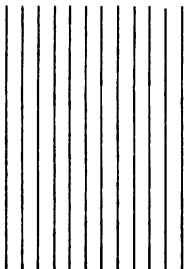
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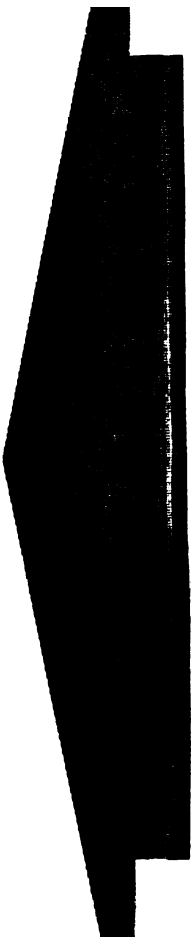
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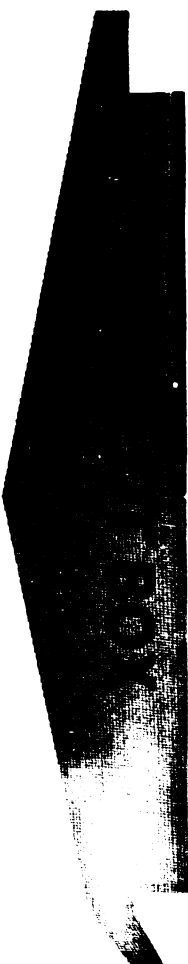
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Query: Should boards deal in real estate?

By deed or by circumstance, some school systems find themselves owning valuable real estate. School boards in some Southern states, for example, were deeded and now own property that contains natural gas or oil wells. Other school systems have traded closed school buildings for valuable property in other parts of the system. In the Midwest, some school systems own and successfully manage farmland; urban school systems often own nonschool real estate. While people may criticize such financial holdings, others point out that owning property or real estate may improve a school system's finances and thus translate into lower tax rates for private homeowners.

Our question for this month's *Ballot Box*: "Should school boards become involved in noneducation real estate investment and management?"

From one of the lettered choices listed in the subsequent paragraphs, select the answer that most closely reflects your opinion and circle the corresponding number on the postage-paid card facing page 44. Please select one answer, but add your comments in the space provided on the card. Results will be reported in the July JOURNAL.

A. Schools are tax-supported institutions and should remain so. Our job concerns public education, learning—not real estate management.

B. We don't have a right to speculate with taxpayer money, but we do have an obligation to utilize our resources the best way possible. That means if we can trade a closed school building in one part of town for land or commercial buildings in another, we should.

C. School boards should examine state law and then be conservative when trying to make money for schools with available resources. School business officials should keep their eyes open for potential real estate transactions that

may benefit the school system, and the value of property should be one of the criteria used to decide whether or not to sell a school.

D. School boards should be aggressive and innovative in handling a school system's resources. School boards should look for help—from volunteers who know property and real estate management, or from expert financial consultants—to help set up and manage a sophisticated property investment program. School boards might even set up nonprofit corporations (where state laws allow) to manage and direct finances outside of the operating and capital budget.

How to vote

It's important, free and easy. And it makes your opinion count with school leaders from across the U.S. and Canada. Here's how to vote: Locate the *Ballot Box* section at the bottom of the reader reply card on page 45. Mark your choice by letter, detach the card, and drop it in the mail—we've paid the postage. You need not sign your name, but please check the appropriate box in order to identify yourself as a school board member or administrator. If you care to, write a comment or two across the ballot. We'll tally your votes and publish the collective opinions of readers on the question in the July JOURNAL.

Finding: Board members are politicians—sort of

School board members may not view themselves as full-fledged politicians, but a plurality of respondents to our March *Ballot Box* question say they were elected to office to serve their constituents' wishes.

The question for March was: "How political should school board members be?"—and the response shows a deep split between those board members who seek some kind of political involvement and those who want to avoid politics at all cost.

Thirty-nine percent of the voters say they recognize that active board members, representing the needs of constituents, actually get things done. One school board member (who also works as a school business manager) says: "I stand on both sides of the fence. Board members have got to listen to and act upon the needs of the voters. If this is being a politician, then so be it." A

Montana board member says: "We can't operate in a vacuum. Maybe school affairs once were apolitical; but no more."

Running a close second—and highlighting the split in thinking among our respondents—was the statement that board members should avoid partisan political involvement. A New Hampshire school board member says: "School board members are elected on their abilities to serve the public and help improve schools. Politics is a great temptation, but at all costs must be left behind." A brief "amen" to that statement came from a midwestern board member.

A large number of school superintendents were among the 19 percent that stated boards of education should act like political bodies, but without an overriding political dogma. "Debate and close examination should be a part

of every school board's role, but this debate should not break down into political factionalism," suggests a Wisconsin school board member. Another Midwest board member states: "I know we have to deal with issues, but we don't dare represent any given portion of the public. We represent children."

Ten percent of our respondents, however, say they are ready to leap out of the closet and declare themselves as politicians. "With increased pressures for public schools to perform, the only way we can survive is to fight for our share of the pie," one Northeast board member says. A California board member adds: "The myth of the nonpolitical school board member flew out the window with the age of the 'poor but dedicated' teacher. It's a real world and school board members must be strong and willing to battle if public education is to survive." □

Sweetest duet

in small-group student transportation

The comments of passengers, drivers and mechanics fall like music on your ears when you solve small-group student transportation problems with the sweetest duet on wheels—the enormously popular Wayne Busette and its new companion, the high-headroom Wayne Transette.

Both of these buses are beautifully in tune with today's thinking that vehicles transporting small groups of students should be just as safe and comfortable as larger buses. Busette and Transette are roomy, heavy-duty school buses—not cramped, make-do van conversions, nor cobbled

up, chopped down versions of big buses. They comfortably seat up to 20 students without crowding and without sacrificing maneuverability and economy.

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washington report

IS THE CRY ABOUT A BUREAUCRATIC BRAIN DRAIN FOR REAL, OR IS IT JUST THE BUREAUCRATS WORRYING ABOUT THEIR FUTURE JOB POTENTIAL? It all began when Secretary of Health, Education and Welfare Joseph A. Califano, Jr., warned there would be a massive "brain drain" from government agencies as a result of a new ethics code slated to take effect on July 1. The code is so restrictive, he says, that many top-level agency executives—including U.S. Commissioner of Education Ernest L. Boyer—are seriously thinking of quitting to avoid being subject to the code. Passed by Congress last year and signed into law by President Carter, the Federal Ethics in Government Act forbids policy-making officials—for two years after they leave government—to "aid, assist, counsel, advise or aid in representing" future employers in dealing with the federal government. Califano, himself a classic case of a government "in-and-outer" who shuttles between high government posts and a lucrative private law practice, says officials who planned to go back to nonprofit foundations or colleges, which need grants from government to survive, would be particularly hurt by the new law. Boyer, for example, who came from a public university, has a job beginning next January with the private Carnegie Foundation for

the Advancement of Teaching, which receives U.S. Office of Education support. The Califano outcry is an overreaction, says the director of the new Office of Government Ethics, established to enforce the new code: Bernard Wruble says regulations to implement the code will be aimed at the most blatant abuses, like Justice Department lawyers leaving government to work for businesses they once prosecuted in antitrust suits. Wruble reassurances notwithstanding, a serious move is developing to have Congress amend the new law to make sure potential conflicts—dealing particularly with nonprofit organizations—are not considered criminal offenses.

STILL NO CLEAR ANSWERS FROM THE U.S. SUPREME COURT ON WHAT CONSTITUTES AGE DISCRIMINATION WHEN A SCHOOL SYSTEM HAS A MANDATORY RETIREMENT POLICY. The court let stand one appeals court decision that outlawed the Thornton Township, Ill., school system's policy that seemed to equate age with unfitness to teach. But the court okayed the forced retirement of a teacher from the Copiague, N.Y., school district on the grounds that the system's policy of bringing into the schools younger and minority teachers was legitimate. The court also made clear that the mandatory retirement issue was best left to state legislation similar to the federal act prohibiting forced retirements solely on the basis of age.

THE HIGH COURT DECIDED TO STAY AWAY FROM ANOTHER TRICKY ISSUE—THE LEGISLATIVE REAPPROPRIATION CASE FROM PENNSYLVANIA. Just about every education organization in the Capital wanted the court to toss out the Pennsylvania law that gave the legislature power to "reappropriate" all federal funds coming to the state. While it can't shift around the funds, the legislature can delay or veto federal money. The Justice Department had urged the court to avoid getting involved, arguing policy questions best left to Congress were involved. The court's refusal to review the case, some organizational leaders here say, will encourage other states to pass restrictive laws similar to Pennsylvania's legislation.

BLACKS ARE DOING CONSIDERABLY BETTER THAN A DECADE AGO FROM AN EDUCATIONAL STANDPOINT, BUT THEY STILL LAG BEHIND WHITES. This news comes from the Census Bureau, which compared statistics on black educational attainment between 1967 and 1977. Some of the findings: black dropouts declined from 35 percent to 25 percent, but the rate for whites was still lower at 14 percent; blacks aged 18 to 24 with high school diplomas jumped from 56 to 68 percent, while the white figure was a still higher 82 percent; and blacks now enroll in college at about the same proportion as whites—one out of three—and they now account for 11 percent of all college students and 6 percent of all graduate students.

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GIVING BIRTH TO THE NEW BUREAU OF SCHOOL IMPROVEMENT. Created by Commissioner Boyer, the new bureau is a catchall for smaller programs that have been scattered among other bureaus and divisions. Major components include: the Teacher Corps, arts in education, consumer education, community schools, Right-to-Read, school finance study, Women's Educational Equity, ethnic heritage program, environmental education, metric education, drug abuse education, and consumer education. New programs expected to be added to the office are corrections, law related education, population and health education, safe schools, and the Preschool Partnership Program. A new office of Comprehensive School Health also has been created to deal with smoking, nutrition, immunization and prevention of teenage pregnancies.

SCHOOL BOARDS AND STUDENT ACHIEVEMENT ARE THE MOST IRKSOME PROBLEMS ENCOUNTERED BY HIGH SCHOOL PRINCIPALS, SAYS A NEW STUDY COMMISSIONED BY THE NATIONAL INSTITUTE OF EDUCATION. The study sampled 1,400 of the nation's 15,000 high school principals and found that about one-quarter of them were "somewhat or very dissatisfied" with their school boards, and that 16 percent had the same negative feelings about student achievement. Principals were very much more upbeat when asked about their relationships with parents and school superintendents. Other banes of a principal's existence: too much federal and state-mandated paperwork, student apathy and absenteeism and lack of involvement and concern on the part of some parents. The study, called "High School '77," concluded that high schools are more loosely organized and are more democratic than many critics have assumed, and that high schools in the United States actually offer a "smorgasbord of programs, practices, options and services."

SHOULD A FEDERAL COURT ORDER MORE BUSING EVEN THOUGH IT'S LIKELY TO MAKE THE SCHOOL DISTRICT EVEN MORE SEGREGATED? That's the crux of the Dallas case that the U.S. Supreme Court has decided to review. An appeals court had ruled that the number of one-race schools was unjustified in the district, which has more blacks and Latino students (combined) than whites. The school board argument: More busing would lead to fewer whites and less real school integration. A decision is unlikely until next fall.

THE CAMPAIGN HAS BEGUN TO BEEF UP THE CARTER EDUCATION BUDGET WITH THE COMMITTEE FOR FULL FUNDING LEADING THE CHARGE. The committee, made up of 350 educational organizations and associations, criticized the budget, saying it would result in higher state and local taxes. Programs the committee is concentrating on particularly are the Education for All Handicapped Children Act, funds to eliminate architectural barriers and impact aid—all cut or not fully funded by the Carter Administration.

CAN A RECIPIENT OF A "GOLDEN FLEECE" AWARD FROM SENATOR WILLIAM PROXMIRE SUCCESSFULLY SUE FOR LIBEL? Ronald Hutchinson, a researcher into animal behavior, has sued the Wisconsin Democrat for \$8 million. Proxmire awarded a fleece award four years ago for the \$500,000 research project Hutchinson was conducting, which Proxmire says was aimed at determining under what conditions animals and humans would clinch their jaws or bite. At issue is whether the researcher is a public figure who cannot collect libel damages. An appeals court thought so, but now it's up to the highest court to decide.

SCORE ANOTHER ONE FOR A SCHOOL BOARD IN THE CASE OF THE DISMISSAL OF A TEACHER. The teacher didn't follow the Harrah, Okla., board rule requiring teachers to earn five semester hours of college credit every three years. The U.S. Supreme Court overturned an appeals court decision favoring the teacher, Mary Jane Martin, and sided with the school board. Martin had raises withheld for three years before she was given notification of her "willful neglect of duty" and told she had seven months to comply with school board policy. □

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Underachieving monkeys, but relieved editors. A Yale University professor has tackled an old hypothesis and has come up with good news for magazine editors. The hypothesis: If enough monkeys typed out randomly selected letters for a long enough period of time, eventually they could write the complete works of Shakespeare. William R. Bennett, a professor of physics, calculates that it would take a trillion monkeys typing 10 randomly chosen characters per second more than a trillion times as long as the universe has been in existence just to produce the sentence: "To be or not to be, that is the question." There is no truth (repeat: *no truth*) to the rumor that Bennett also found that three orangutans could type out an issue of the JOURNAL in a week and a half.

Roads of Swiss cheese? It was a bad winter in Moon, Pa., and the Associated Press reports that classes in the Moon public schools were threatened with being called off because of potholes in the road. Those potholes must have been deep: School Superintendent Donald Deep was quoted as saying: "After reviewing road conditions yesterday afternoon, my recommendation is based on one thing and one thing only: the safety and welfare of our children." Any relation of the depth of the potholes and last name of Moon's superintendent is purely coincidental.

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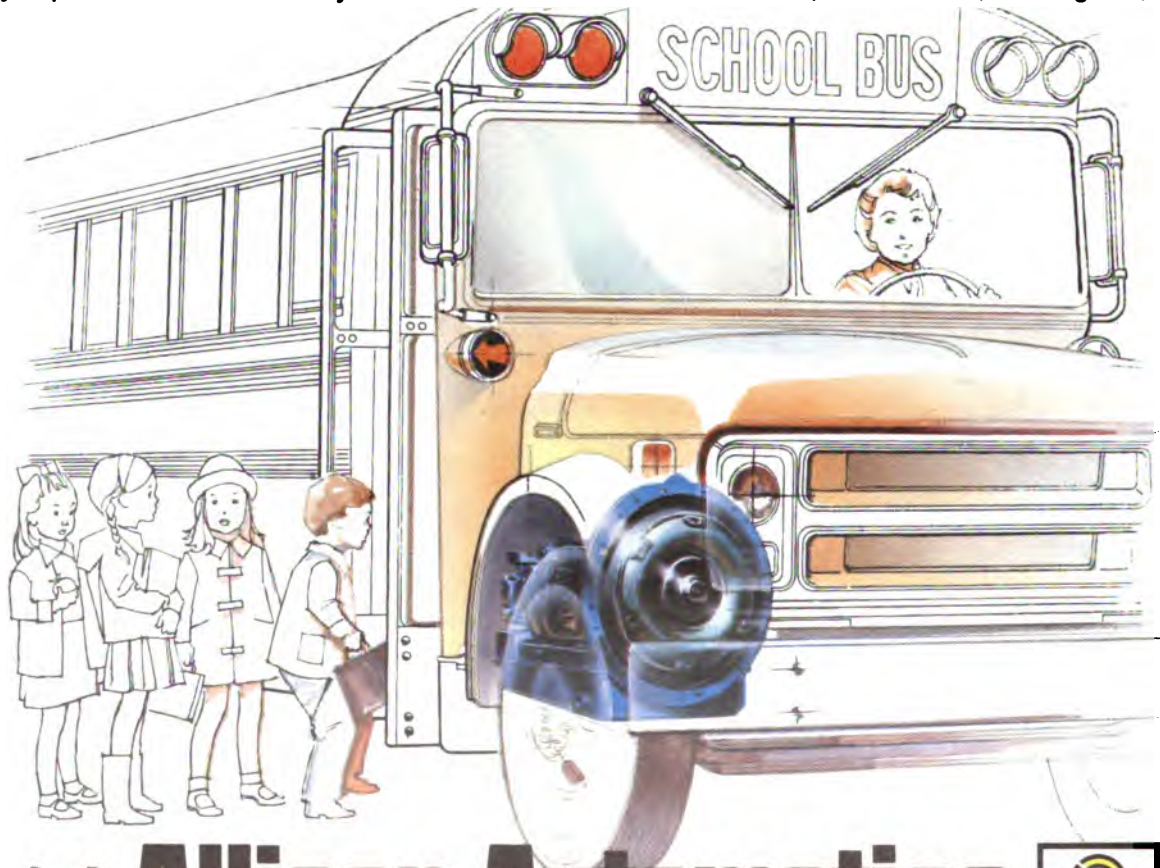
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alarm or panic; it just needs consid-
tion and attention.
BILLIE REYNOLDS
Executive Director
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Association
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Proposition 13 revisited

SIR: Some comments need to be made
concerning your article about the effects
of Proposition 13 on schools (*Calif-
ornia's tax cut hurts the poor*, March
Journal after the fact).

- Of the 11,000-plus individuals who
were fired, it is conceivable that some of
them weren't needed in the first place.

- To some extent I can sympathize
with the teachers, but I am glad to say
that they were more dedicated when I
went to school. Also, they weren't so in-
clined to unionization.

- The psychologist who heads the
"Procrastination Workshop" at the
University of California (at Berkeley—
where else?) has said: "We started the
program after seeing a lot of students
who were having trouble writing papers
and getting them in on time." Are tax-
payers paying for this course?

- Perhaps college students are having
trouble in college because they weren't
properly educated in high school. This
seems to indicate that many young
people—including the poor—are being
hurt. But, it is not solely because of
Proposition 13.

- I still can't figure out why I see so
many young people with radios to their
ears. Maybe they would be better with
their noses in books.

WILLIAM C. BRADSHAW
Oakland, Calif.

Unpleasantness, be gone!

SIR: Please, no more unpleasant covers.
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state's 505 school
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problem is growing

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JUNE 1979

Here's help for boards facing censors

By Barbara Parker

While many school boards still are grappling for answers to *why* Johnny can't read, other boards are faced with an equally perplexing question: Who is to control *what* Johnny can—or cannot—read?

In school systems throughout the United States and Canada, school boards are being told that if Johnny hasn't learned to read it's because he's been exposed to the wrong kinds of books. Or they are being told that if Johnny *can* read, some of the books he's reading in school "are the first sure steps on the road to degradation." Persons making such charges have successfully pressured many school boards to do some of the following: make a swift move back to basics and sweep the curriculum clean of rabble-rouser writers (such as Mark Twain and William Shakespeare); clear the library shelves of any books that parents possibly might object to; and be sure that only those books that present the *right* picture of life ever, ever be allowed in Johnny's little hands. In a word it's called censorship—and during the past year it's crept into more classrooms and school libraries than at any time during the past 25 years.

How to deal with a censorship controversy when and if one hits your school system is what *Dealing with Censorship* is all about. Examining every facet of the problem (from why it happens to the ways some school people have dealt with it), the 18 teachers and professors who contributed to the book explore the background of censorship demands, the social and economic conditions that seem to spur would-be censors into action, the aspects of books that are most likely to come under attack, the kind of censorship tactics that school people may expect, and what school officials can do not only *when* censors appear, but preferably *before* an attack occurs. Above all, the book advises that school people must be sure that their actions are rational, sound

Barbara Parker is an associate editor of the JOURNAL.

Dealing With Censorship

Edited by James E. Davis
228 pp. Urbana, Ill.

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and constructive.

School board members should read with interest—and instruct their attorneys to do as well—the chapter on "Legal Decisions and Censorship." It cites recent court decisions that have upheld academic freedom in suits brought against school boards, and lists similar cases in which school board action in arbitrarily removing books from classrooms and libraries without due process were ruled as violations of First Amendment rights.

In the chapter "Censorship in the Schools," Robert Hogan of N.C.T.E. strikes a responsive chord with which school boards may be familiar. He says that one of the inevitable consequences of teachers' organizing was that parents—sooner or later—would do the same: "They've gone national, too. The frameworks were already there—fundamentalist churches, ethnic special-interest organizations, political special-interest groups. All that concerned lay people had to do was take advantage of the channels that already had been dug and levied."

The suggestion—and examples of the obvious existence—of the thread that links an interlocking network of pro-censorship groups is one of the most vivid messages that *Dealing with Censorship* presents to the reader. What school boards have perceived as community pressure, and a logical extension of local control, may in fact be a controversy that was planned from hundreds of miles away. One needs only to read this book to see that mass-produced

antitextbook arguments have been used as effectively in Anaheim, Calif., as they have in Kanawha County (West Virginia).

In the chapter "Censorship and English: Some Things We Don't Seem to Think About Very Often (But Should)," Robert Small cautions teachers, administrators and board members to avoid concluding that there is nothing of substance in what the censors have to say. He suggests that too often school people have examined "the silly actions of censors, their foolish charges, their misunderstandings, their violence," and have been led to conclude that the censors are "strange and isolated kooks." Small says that censorship efforts really boil down to the old question: What really is the purpose of education? And does any one group have the right to give—or accept—only one definitive answer?

Many people today, as in years past, say there should be no overlap between education and indoctrination—even though teaching materials since McGuffey always have done both. School boards must prepare themselves for book battles by setting firm textbook and library book selection policies, keeping in mind—all along—the community's educational priorities. But school boards also have the responsibility to remember—even if there are others who would like to forget—that the selection policies covering teaching materials must reflect the growing diversity and plurality that exist within every classroom and community.

For school boards formulating such policies, *Dealing with Censorship* can be an invaluable aid. The chapter on the Iowa Model Policy, written by Larry Bartlett of the Iowa Department of Public Instruction, offers concrete advice not only on selection policy, but also on handling complaints. Bartlett points out: "The ultimate determination of 'appropriateness of educational materials for its designated audience' is primarily the responsibility of the local school board." The board cannot, however, base that determination exclusively on the educational philosophy of board members. □

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the Journal adviser

what would you do if . . .

. . . a fellow board member
reprimanded a school custodian?

It is a snowy winter evening in January in the Ruralville School District. Community enthusiasm runs high as the local high school basketball team makes a run for the state regional championship. As School Board Member Charles Dietzgen drives through the cold and snow on the way to the game he notices that almost the entire community has shut down and will be in attendance at the big game.

Dietzgen arrives early, but discovers that a large crowd has filled the parking lot and is jamming the front entrance to the gymnasium. Instead of wading through the boisterous crowd, Dietzgen decides to enter the gymnasium by a little-used side entrance. He walks through the snow, turns a corner and begins to walk up the ice-covered steps.

As the board member reaches the top step, however, he slips and falls down all five steps—luckily without hurting himself seriously. Unfortunately, a group of students see the fall and begin laughing. Dietzgen, his pride smarting, enters the building and begins his red-faced search for the school custodian. When he finds the harried custodian, Dietzgen begins reprimanding him for his failure to keep the steps to the side entrance clear of snow, and tells the custodian that “this better not happen again or job action will be taken.”

If you were a fellow school board member of Dietzgen's and had witnessed the confrontation, what would you do?

A. Step in and tell Dietzgen to cool down and then tell the custodian to get busy and make sure the steps are cleared of snow.

B. Walk away and pretend you didn't see it happen. After all, Dietzgen is no friend and it's better not to stick one's nose into that kind of fight.

C. Lay low, but report the incident to the superintendent.

D. Wait till Dietzgen walks away and then tell the custodian what you think of Dietzgen and advise the custodian to forget the incident took place.

FOR THE ANSWER, TURN THE PAGE UPSIDE DOWN

ADVICE FOR THE ASKING

If you are plagued with a prickly problem of school board membership or administration, throw it in the lap of the JOURNAL's cadre of consultants known collectively as The Journal Adviser. We'll change the names of persons and places. Then, we'll share the problem and its suggested solution with our readers. Write: The Journal Adviser, The American School Board Journal, 1055 Thomas Jefferson St. N.W., Washington, D.C. 20007.

THE ANSWER: C. From Roy Swihart at DePaw University comes this question and his rationale: A school board exists as a collective entity, and board members have no legal authority to act as individuals. In the above case, Dietzgen acted outside the authority of his position. As a private citizen he has the right to get mad at anyone he chooses, but he does not have the right to threaten a job action against the custodian. After all, school trustees are policy-makers and school administrators are those hired to administer the board's policies. Dietzgen's tirade placed the custodian in an awkward position: He has both the superintendent and the school board member telling him how to carry out his job. It is administratively impossible to have two bosses acting with equal authority, and this kind of situation lends itself to conflict. The school board member who witnessed the confrontation between Dietzgen and the custodian should report the incident to the superintendent. If the back steps of the gymnasium should have been cleared of snow, then it's the superintendent's job to take the proper disciplinary action. This should not be construed by anyone involved for anything other than its re-establishing the proper channels of authority.

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Collective Bargaining Is No Bargain.

No school again today.

And public sector union officials are trying to deceive the American public once again.

Their latest gimmick is arguing that compulsory collective bargaining for public sector unions—teachers, police, firemen, sanitation workers, etc.—will reduce strikes, calm the cities, produce better wages for public employees and generally improve our city, state and federal governments.

The truth is that compulsory collective bargaining is *no* bargain—except for the union bosses who want to increase their already too great power over all of us.

Take the question of strikes. The first compulsory collective bargaining law was passed in Wisconsin in 1959—20 years ago. There were only 15 strikes against government that year.

In 1975, after 34 states had okayed one form or another of compulsory collective bargaining in the public sector, there were 468 strikes against government.

During the same period, public sector union and association membership increased to nearly 6 million as against a little more than 1 million in 1959. In other words, public sector union membership increased 6 times in 16 years while strike activity increased 31 times.

Or take wages. In states with compulsory collective bargaining laws, teachers' salaries increased 36.6% between 1970 and 1976. Impressive? Not really.

In states where public sector collective bargaining is still not compulsory,



teachers' salaries rose 40.5% during the same six-year period.

As for peace and tranquility in our cities and towns, all but seven states prohibit strikes by public sector unions. But union bosses have misled

union members into striking, against the law, in city after city across our nation.

Remember the police strike in San Francisco? The firemen's strike in Memphis? The garbage and transportation strikes in New York City?

We the public wind up paying for these illegal strikes—twice.

First we pay by being denied essential public services during the strike. And then we pay a second time with our increased taxes for the wage hikes and other benefits demanded to end the illegal strike.

But as powerful as they are, public sector unions *can* be controlled if enough concerned citizens decide to take back control of their government from power-hungry union officials.

The leading national citizens lobby fighting union control of government is the Public Service Research Council, with more than 1 million members across the country. A major PSRC study is "Public Sector Bargaining and Strikes," which documents the connection between compulsory collective bargaining and strikes. (Copies are available on request from our national headquarters.)

Only an aroused and determined American public can reduce the power of ever-expanding public unions. If you'd like to help prevent union control of our government, we'd like to hear from you.

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journal after the fact



Parents battle over school immunization policy

"Doctors know more and more and I believe them less and less," says Barbara Syska of Silver Spring, Md. Her distrust of medical advice on immunization against measles has led her to refuse to allow her son Mieszko, 8, to be given an inoculation.

But a Maryland state law says no child is permitted to attend school without first having been vaccinated. So, when the third grader showed up at Kemp Mill Elementary School last January 4 with no proof of immunization, he was scooted back home and told not to return until he had his shots. He has not returned to his classroom since then and will not for the remainder of the school year because his mother intends to pursue her suit against the Montgomery County Board of Education in an attempt to overturn the state law. On March 30, a local judge refused to allow Mieszko to return to school until the case is heard June 22; meanwhile, Mieszko receives tutoring from his mother.

Syska's suit is different from the half dozen or so similar challenges of state immunization laws, according to her attorney James Kolb. Most of the others involved an attempt to exempt a child from immunization requirements on religious grounds, says Kolb. The Syska case will challenge the law both on moral and medical grounds. "It's sort of like a conscientious objector case," says Kolb. "The other cases were pretty clear-cut and probably set no precedent for our case." Kolb says Syska has been contacted by the doctor who was the lone dissenter on the committee that decided to push for a nationwide immunization program for Swine Flu.

Over at the Department of Health, Education and Welfare, the project director for the National Immunization Initiative, Dr. Louise Liang, doesn't take the Syska suit too seriously and says that the trend among the states is to strengthen—not circumvent—immunization laws. Forty-eight states and the District of Columbia now have immunization laws of varying potency on the books and the two other states are in the process of passing similar legislation, according to Liang. The stronger laws, she says, are those that require students to present a physician's letter that lists what vaccinations have been administered and when. Different states require different inoculations, but the National Immunization Initiative advises that youngsters receive seven shots: polio, measles, mumps, rubella, diphtheria, tetanus and pertussis (whooping cough).

The measles vaccine that has been

used since 1966 is 95 percent effective, according to Dr. Alan Hinman of the Center for Disease Control in Atlanta. Hinman says a child who has not been inoculated has "virtually a 100 percent chance of getting measles." One of every 1,000 children who gets measles suffers encephalitis (a deadly brain inflammation), and one in 10,000 will die. Before the first measles vaccine was developed in 1953, 500,000 measles cases spread around the country; there have been only 3,500 reported cases so far this year.

Barbara Syska, meanwhile, has decided not to have Mieszko immunized because of medical literature she has read. No one knows what will happen in 20 years to children who have received a measles vaccination, she says. Doctors, however, say the dangers of complications from measles are much greater than are the dangers from being vaccinated.

A conspiracy against boys?

On the cover of the February 1979 issue of *Human Nature* is a picture of a girl—all sugar and spice—sitting behind a desk with her hand waving in the air, sneering with contempt at a male student who is bound and gagged behind another desk. The magazine's cover lines ask: "Do schools conspire against boys?"

According to the article's author, Diane McGuinness, the answer is Yes. The information she uses to point up her contention is intriguing: "In the early school years children concentrate

on reading and writing, skills that largely favor girls. As a result, boys fill remedial reading classes, don't learn to spell, and are classified as dyslexic or learning disabled four times as often as girls. Had these punitive categories existed earlier they would have included Faraday, Edison and Einstein."

McGuinness continues: "Some authorities estimate hyperactivity to be nine times more prevalent among boys than among girls. . . . Thousands of normal but troublesome boys—about 8 to 10 percent of all schoolchildren"

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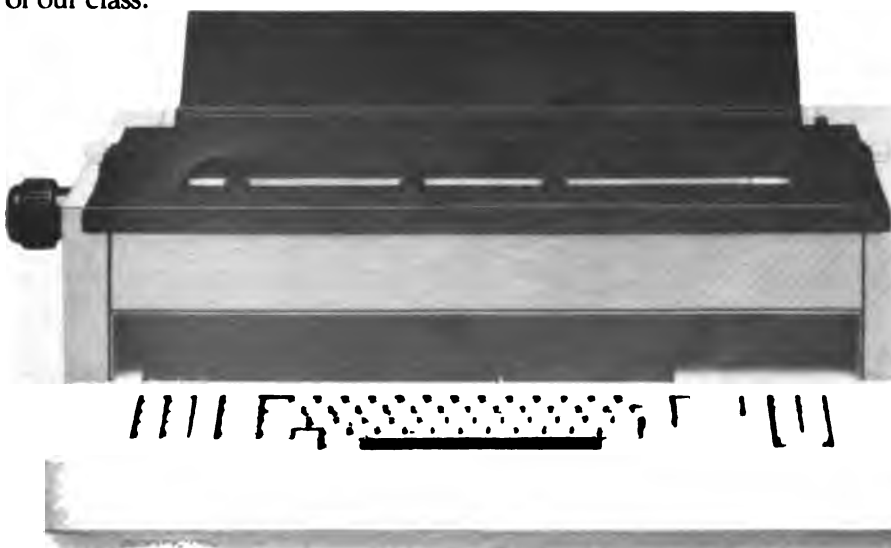
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have been made to take drugs to reduce their disruptive behavior to docility. The author states that there is a conspiracy of silence at work in many schools—a conspiracy that says girls' behavior is normal, but labels large numbers of boys as deviant, disabled and hyperactive.

What McGuinness points out is what most teachers of elementary school children and most parents have long known: There is a difference between boys and girls. The distressing fact is, however, that most schools are set up to educate the more docile young female than the young and sometimes rambunctious male. "There are great dif-

ferences between the sexes in motor, sensory, and some intellectual abilities," she says. "Males characteristically explore their world, and they manipulate objects by taking them apart." What's more, when young girls and boys were given 20-minute activities to perform, a research study found that "several girls and only one boy had scores of the full 20 minutes. The average time that girls worked at the same project was 12.5 minutes; for the boys it was 6.5 minutes. During the entire period, girls played at an average of two and a half activities; boys at five and a half. Boys interrupted what they were doing twice as often as the girls.

Although girls finished most of the projects they began, boys finished only half."

The researchers also found that the kinds of activities that attracted the attention of boys and girls differed. Because males learn by taking things apart, and females excel in small motor skills (which leads to proficiency at activities such as drawing, pasting, stringing beads), many of the activities through which boys learn in nursery school sometimes lead male elementary children ultimately to be "classified as hyperactive."

What all this means, McGuinness says, is that "by the time they are five or six, [male] children in Western classrooms are expected to behave like girls. The system requires children to remain attentive to one task and stay seated in one place for considerable periods of time. . . . They must use fine motor systems in writing and drawing, and they must persevere at tasks that are largely linguistic or symbolic in nature." And since girls are better adapted by nature to succeed at these kinds of tasks, many young boys actually suffer through the early years of their education, while others are drugged and labeled as disruptive or problem children.

What does McGuinness recommend to school board members who want to put an end to this discrimination? She says the cure is nothing less than a change in the entire focus of primary education: "We can stop forcing little boys to sit still, remain quiet, and learn to manipulate only verbal symbols, punishing those who would refuse with drugs and pejorative labels. We could instead rearrange primary classrooms to give boys an opportunity to move and explore in order to learn about their world and subsequently to develop certain higher-order skills."

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Forbidden food

Down in Nashville last week, the U.S. Department of Agriculture was conducting a food and nutrition panel on the proposal to restrict the sale of junk food in the public schools. "When we sell candy, soda, frozen desserts and gum in schools," said Paul Collins, president-elect of the National Association of Elementary School Principals, "we are telling the child that this is an acceptable food snack." Dr. Durwood

Collier, director of dental services for the Tennessee Department of Public Health, agreed, decrying the betrayal of "our children's health for a few quick bucks."

Being perverse, as well as candy-lovers, we ordinarily would take the side of those seeking to make the few quick bucks, at least insofar as this candy business is no fit issue for the U.S. Department of Agriculture. But the candy lobbyists have made it very difficult to side with them by arguing their case from a moral point of view. Candy industry lobbyist James E. Mack began his testimony before the panel by calling the world of junk food "an island of pleasure" in the drab sea of school life. Lovely. But then he added, with a sinister touch, that if there's no candy sold in school, and children are thus forced to go off school grounds to get what they want, they may succumb to "other temptations, such as alcohol or drugs." They may even become victims of traffic accidents.

Now we must confess that of all the arguments available to Mr. Mack and his associates, we had not thought of

that one. It is, of course, possible that when a child is deprived of a Tastycake, he soon may turn junkie, as Mr. Mack suggests, or become so crazed through deprivation that he stumbles in front of a truck. If so, the future would indeed be grim—our cities stormed by marauding 10-year-olds, who would kill in a minute for a Twinkie.

We'll believe it when we see it, reserving final judgment till all opinions are

in. For the moment we'll simply go along with the statement of G. Richard Schreiber, a vending-machine lobbyist. Said Mr. Schreiber: "We doubt that telling young persons . . . what they may not eat will have any effect except perhaps to encourage them to eat what they are forbidden." At least he reads his Bible.

(Reprinted with permission of *The Washington Post*, 1979.)

Catholic schools block unions

The American Federation of Teachers (A.F.T.), which recently announced a drive to recruit health professionals into the union, has suffered a blow to its ongoing efforts to unionize teachers in parochial schools.

Last March the Supreme Court ruled that the National Labor Relations Board (N.L.R.B.) does not have the authority to assert jurisdiction over schools operated by churches, and that the N.L.R.B. had overstepped its authority when it ordered Catholic school

officials to bargain with a union of lay teachers. In short, the Supreme Court's ruling means that church-operated schools can't be forced to bargain with teacher unions.

The case was brought to court by the Catholic bishop of Chicago after the N.L.R.B. ordered the schools in Fort Wayne-South Bend, Ind., to bargain with their teachers. The N.L.R.B. held that it had jurisdiction over schools that are religiously associated (as opposed to strictly religious schools), and further

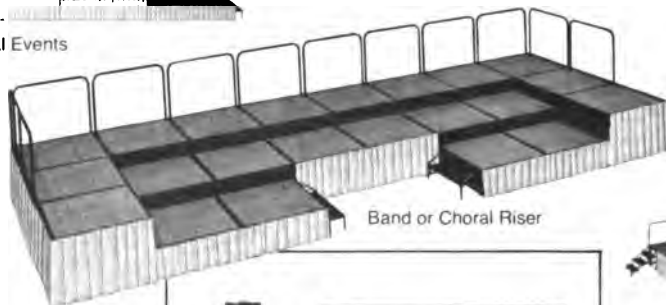
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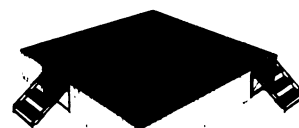
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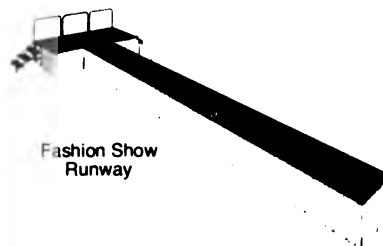
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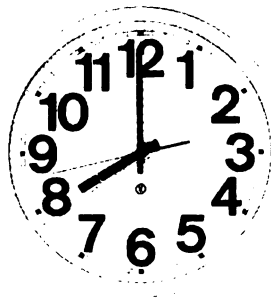
FIELD TRIPS BY TELEPHONE

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ruled that the parochial high schools in the dioceses were essentially college preparatory institutions.

The high court, however, said that by drawing a distinction between "completely religious" and "religiously associated" institutions, the N.L.R.B. eventually might get involved in church matters. In the majority opinion, Chief Justice Burger stated that the language of the National Labor Relations Act said nothing about church schools, and without such language from Congress the high court would not attempt to rule in a case that might raise "difficult and

sensitive questions" about separation of church and state.

While the bishops who operate these schools may be pleased at the ruling, Catholic school teachers and union leaders are attempting to pressure Congress into amending the National Labor Relations Act to make sure that unions can operate in parochial schools. A news story in the *National Catholic Reporter* newspaper declares: "Teachers in Catholic schools lost some of their civil rights last week . . . underpaid and now unprotected, Catholic school teachers who want to organize must shame

church leaders into compliance with Catholic social teaching on labor."

A.F.T.'s Albert Shanker, leader of the union that is actively recruiting Catholic school teachers, says: "This decision will not lead to the end of collective bargaining for parochial school teachers. However, instead of the orderly process of submitting petitions and following procedures set down under the National Labor Relations Act, we can expect more strikes and other forms of direct confrontation in an attempt to force parochial school employees into collective bargaining arrangements."

When a wife is a conflict of interest

The public loves to devour press accounts of the gooey messes that increasing numbers of politicians seem to find themselves in these days—even when those politicians are members of the local school board.

Last February, Toronto school trustees Bob Spencer and Bill Fisher voted in favor of a high school teachers' contract that contained a job security clause. The contract was narrowly defeated on a 13-13 vote, but the two Toronto board members were charged with trying to extend that job security to elementary school teachers so their wives would not be laid off. Both Spencer and Fisher are married to elementary school teachers.

David Moll, a former school trustee, sued under the city's Municipal Conflict

of Interest Act, which says trustees with a direct or indirect pecuniary interest in a proposed contract should declare a conflict. Neither Spencer nor Fisher did so, and a judge convicted the two. They were ordered to pay court costs of almost \$2,000 and were suspended from sitting on the board of education. Spencer was suspended for two months because he has been a trustee for six years and has disqualified himself in the past from voting on elementary school teachers' contracts. Fisher was suspended for a month; it is his first term on the board.

Noting the relationship between high school and elementary school contracts, County Court Judge Roderick Phelan said the two trustees "were on perilously thin ice" when they voted for job se-

curity for high school teachers. "In my view, they had a direct, pecuniary interest in job security, wages and benefits, and in contributing to the negotiating of a new contract," said the judge. "Neither of these gentlemen were prepared to face the reality of the situation. . . ."

The decision, now under appeal, could have a wide effect across Ontario; Spencer estimates between 100 and 200 school trustees are married to teachers. Many school systems commonly prohibit employment of school board members' relatives. Just the same, prudence dictates that school board members take a quick check of state or provincial laws—and of school board policy—to see what possibly could be *interpreted* as conflict of interest.

Handicapped find a home in an unused school

The District of Columbia government is considering a proposal to turn an empty school building into several barrier-free apartments for physically handicapped adults. Paul Bhasin, urban planner in the city's department of housing, says the proposal is a practical use of school space, particularly for one-story elementary school buildings.

Plans for remodeled classrooms include space for a central kitchen, dining room and recreation room, plus two-bedroom, one-bedroom and efficiency apartments. The building will be equipped with ramps, and wide doors, among other features, to accommodate persons in wheelchairs.

District officials must decide whether

to sell, lease or give the school building to Independent Living for the Handicapped, the nonprofit group that submitted the proposal. According to *The Washington Post*, the nonprofit group already has received a low-interest loan from the U.S. Department of Housing and Urban Development (H.U.D.) to finance remodeling costs.

Residents of the new facility will pay for the costs of maintaining the building, salaries of aides, and payments on the 40-year H.U.D. mortgage. Those handicapped persons who have paying jobs will contribute from their incomes; those eligible for subsidized housing will turn over their subsidy allotments.

Like many cities, Washington, D.C.,

is faced with a shortage of rental apartments—and a surplus of elementary school buildings. "The Carberry school is one of three school buildings the city is considering for conversion to housing," says Bhasin. "This is the most concrete proposal we have received."

According to H.U.D. officials, the proposal is one of many that agency has supported in which schools were used for apartments for the elderly and handicapped. If you want to learn more about loan funds available from H.U.D., write to David Williamson, Office for Housing for the Elderly and Handicapped, H.U.D., 450 Seventh Street, S.W., Room 9106, Washington, D.C. 20410. □

Goodbye Mel—or the farewell you'll never hear

'Tis the season of farewell speeches for departing school superintendents, and Superintendent Robert G. Stabile of the Mayfield City School District in Ohio sends us this farewell address he has always wanted to present—but never will:

It is customary at the last meeting of the year to pay tribute to those superintendents who are departing for greener pastures. This year six are moving, and first is Melvin Smith, superintendent of the Coltonville Public Schools.

Mel and his lovely wife Marian have three children, one each from their previous marriages. The children attend Bay Street School where Mel finds time to help out as an active parent. He chairs the legislative committee and sits as a member of the textbook review committee, a fine example of community involvement, even for a public-spirited superintendent like Mel.

While we know he will enjoy the challenges of his new position as assistant principal of the Hoover Traditional

School, we think it is a shame for him to leave so soon after things have finally straightened out in his own district and seem to be going so well. We all sympathized with Mel during that four-week teacher strike, which followed a two-day student strike, which in turn followed the dismissal of some 17 teachers, including the officers and the executive committee of what we all recognize to be a highly irresponsible local teachers' association.

Not only did Mel serve as a good example of "no-nonsense" administration, but his difficulties made us appreciate the worth of that A.A.S.A. liability insurance policy. It is too bad he was not a member at the time, but I hear he now is in the fold and we are all glad of it.

In that light, we would encourage you all to attend the benefit dance which we will be holding this Tuesday evening at the Blue Goose restaurant to help raise money for Mel's legal fees which we hear are going to be quite heavy. But

when a board dismisses you, without a hearing, a guy just has to defend himself, and we have no choice professionally but to help. We know Mel can dish it out as well as take it. To sue and be sued is just part of the job today, right Mel?

And although I am not one to criticize unjustly, Mel is especially looking to us for help because of the way that small bunch of kooks at Bay Street turned the whole school district against him after the celebrated and widely publicized *Catcher in the Rye* incident. I wouldn't want my kids to read that book either, Mel. It just happened that Mel was the only member of the textbook review committee who was not asleep at the switch, but little thanks he got for his efforts. Oh well, the reactionaries from the A.C.L.U. strike again.

In my opinion, most of Mel's problems were caused by the press, which is expert in blowing things out of proportion and slanting stories. You all

(Continued on page 39.)

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Meet the textbook crusaders

Your schools may be the next battlefield in the crusade against 'improper' textbooks

By Barbara Parker

MEL and Norma Gabler are the proprietors of a house in Longview, Tex., that is considered by many to be the unofficial headquarters for a campaign against "improper" textbooks that is sweeping schools in the United States, Canada, Australia and New Zealand. If your school system uses the latest editions of major education publishers' textbooks, it's not unlikely that you'll eventually become embroiled in that campaign and will hear more from its leading strategists: the Gablers.

They insist they're not censors. "Only people in power can be censors," they say, preferring to speak of their operation as "the nation's largest textbook clearinghouse." The Gablers incorporated under Texas charter in 1973 as Educational Research Analysts, Inc., a nonprofit, tax-exempt organization. Mel and Norma supervise a staff of six, manage a mailing list of 10,000 names, handle from 20 to 50 pieces of incoming mail a day, manage Norma's busy radio, television and public speaking schedule (which takes her out of Texas an average of three days a week). And of course, they review books. Their reviews and lists of "acceptable" as well

as "objectionable" books have been requested by people from all 50 states.

A trip to Longview reveals the extent of the Gabler's commitment: Except for one bedroom and one bath, their home-turned-clearinghouse has been converted to office space. The walls of every room are covered with shelves containing thousands of textbook and library book reviews; floor space is occupied by rows and rows of what the Gablers call "objectionable" books,

reams of printed publicity materials that describe the Gablers' work, and stacks of "acceptable" textbooks that the Gablers are fighting to see put back in classrooms. They have leased warehouse space to handle the overflow of materials.

Norma describes herself as "just a housewife and mother—the greatest profession in the world," and Mel says he's "just tired and retired." (He retired in 1973 after 29 years as a clerk with Ex-



Barbara Parker is an associate editor of the JOURNAL.

The Gablers pose with four employees. Two others work part time and, says Mel, "an additional three to four employees are needed to handle the workload."

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xon.) Despite their modest descriptions, however, by some standards the Gablers could be labeled entrepreneurs, and powerful ones at that.

It's safe to assume that if a textbook or entire curriculum suddenly is put on trial—whether it's in Warsaw, Ind., Anaheim, Calif., Kanawha County, West Va., Seattle, Wash., or Island Trees, N.Y.—the Gablers' work has had an influence.

Edward Jenkinson, professor of English education at Indiana University

(Bloomington) and chairman of the National Council of Teachers of English's (N.C.T.E.) committee against censorship, says: "Norma and Mel Gabler are the two most powerful people in education today." (The Gablers met Jenkinson on the Phil Donahue Show in 1977, and all they'll say about meeting him is that "it was a lot of fun.")

Judith Krug, director of the American Library Association's (A.L.A.) Office for Intellectual Freedom, says of the Gablers: "They are one of the keys to

many of the problems we are dealing with in the schools." Krug, whose office is one of several national organizations engaged in fighting censorship in schools, believes that the Gablers' textbook demands boil down to one basic tenet: "In effect, the Gablers are saying to school boards 'don't teach my children to think.'"

In their own defense, the Gablers say they believe that the schools—through textbooks—are teaching children to think, but to think the wrong way and

Removing books from schools: More now than anytime in the last 25 years

People like Mel and Norma Gabler are trying to remove "unacceptable" books from schools while others, like Judith Krug of the American Library Association (A.L.A.) and Edward Jenkinson of the National Council of Teachers of English (N.C.T.E.), are trying to ensure that students have a wide range of reading materials to choose from. But the Gablers, Krug and Jenkinson do agree on one point: Censorship or book removals is on the rise in schools throughout the United States and Canada—and more is on the way.

Norma Gabler says that more school books are being banned because frustrated parents are fed up with what Johnny is being forced to read. Krug and Jenkinson say the increase in censorship incidents is due to taxpayer frustration in general—and that the schools are an easy target and censorship is a favorite weapon. (See story on page 21.)

Krug estimates that almost 90 percent of the approximately 300 book-banning or censorship incidents that were reported to A.L.A.'s Office for Intellectual Freedom during the 1977-78 school year involved schools. Krug adds: "And that number was greater than at any other time in at least the last 25 years."

In a study recently completed by N.C.T.E., results showed that more than 30 percent of schools responding to a 1977 survey reported "censorship pressures" as compared with 20 percent in a similar survey taken in 1966. The 1977 N.C.T.E. survey also showed that the highest number of censorship incidents occurred in the northeastern part of the United States—34 percent—and the lowest number—28 percent—was reported in the South. The Midwest and Great Plains states were in between—32 percent. (Lee Burruss of the University of Wisconsin-Stevens Point, who headed the N.C.T.E. research committee, said that the majority of survey returns were from east of the Rocky Mountains, "which makes regional comparisons somewhat incomplete.")

Parental pressure for censorship, according to the 1977 N.C.T.E. survey, accounted for 78 percent of reported censorship incidents. In N.C.T.E.'s 1966 survey, objections from parents amounted to 48 percent of the total.

The N.C.T.E. survey also revealed that targets of censorship in schools ranged from news magazines such as *Time*, *Newsweek* and *U.S. News and World Report* to filmstrips dealing with drug education and sex education. The most frequently objected

to school library books were some old-timers: *The Catcher in the Rye*, *Of Mice and Men*, *The Grapes of Wrath*, *Go Ask Alice* and *One Flew Over the Cuckoo's Nest*.

But there are new titles creeping onto censorship lists as well. In Cedar Rapids, Iowa, *Travels With Babar* was one of 104 books that were banned; in Anaheim, Calif., all of Shakespeare's works except *Hamlet* and *Romeo and Juliet*, all of Dickens' works except *Oliver Twist*, and all but one of Mark Twain's works have been declared "unsuitable" for use in English classes.

The reasons for censorship range from "anti-God" to "anti-car." In Mahwah, N.J., according to *The Record*, the school board banned a civics textbook because, among other things, it was "anti-automobile." In presenting her objections to the board, Mrs. Arnold Blatt, who reviewed the book, said: "The book doesn't seem to be Mahwah. We're basically a middle class, working class, car driving community. Without the car, where's Mahwah?" According to Mrs. Blatt and her husband, the textbook *American Civics* advocates mass transit and public housing—problems that a small community doesn't have to deal with.—B.P.

about the wrong things. Drug education and sex education are two examples of what the Gablers are talking about. With the patience of Job, they explain: "Those kinds of courses arouse the curiosity of young children. First children become familiar with these subjects, then they discover pictures. And once they've been exposed it's just human nature that youngsters will want to experiment. Sure, they may hear something about these subjects from another kid, but for schools to spend time on these subjects gives them respectability." The Gablers add: "The biggest problem, of course, is that those courses don't say that any of it is *wrong*—they just leave the students to make up their own minds. Now, that's just not fair to our children."

The Gabler theory is this: "Allowing a student to come to his own conclusions about abstract concepts creates frustration. Ideas, situation ethics, values, anti-God humanism—that's what the schools are teaching. And concepts. Well, a concept never will do anyone as much good as a fact."

Even the lack of absolutes in higher mathematics textbooks can, according to Mel Gabler, shatter a young person's life: "When a student reads in a math book that there are no absolutes, suddenly every value he's been taught is destroyed. And the next thing you know, the student turns to crime and drugs." (In Warsaw, Ind., some members of the school board agree with this point of view and have voiced opposition to calculus and trigonometry in the system's curriculum because they aren't "basics." Warsaw is the community where "objectionable" textbooks were burned in a parking lot last year and "objectionable" courses such as values clarification and Shakespeare were dropped from the schools. In a *South Bend Tribune* article, Mel Gabler "cited the action of the Warsaw board as unique and wished more boards would follow their example." (See story on page 27.)

But Mel and Norma Gabler say they don't get involved in community controversies like those that have plagued Warsaw: "We spend our time on textbooks. That's where we concentrate our efforts, and that is one of the reasons we've been successful." The Gablers claim, simply: "All we're trying to do is get the very best books put in the hands of children and teachers." With unabashed pride, however, the Gablers also note that in 1976 they were instrumental in halting the purchases of five



Behind the curtains in a bedroom in the Gablers' home are shelves of books and rows of Gabler reviews that are requested from across North America.

dictionaries* by school systems throughout the state of Texas. The Gablers argued the dictionaries contained "vulgar language and unreasonable definitions" that placed them in violation of the state's rigorous textbook code.

The Gablers like most to talk about their Texas textbook accomplishments because it was there—in 1961—that they got their start. "Like most parents—and school board members, too," Norma says, "we had never questioned the contents of our sons' textbooks." Then, it seems, 16-year old Jim Gabler came home and told his dad, "Something's wrong with my history book." When Mel examined it, he found that the chapter on the Constitution "didn't mention one word about limitation of federal power or about state or individual rights, and was teaching that Washington has complete dictatorial power." Mel explains: "That kind of set me on fire." The flame's been burning ever since.

The Gablers recall that in those early days when Norma first appeared before the Texas state textbook selection committee, the publishers laughed at her. Mel says that he couldn't have tolerated it, but that "'Normie' never lost her cool. She just sat there smiling even when she wanted to cry." That smile has become one of Norma Gabler's

trademarks. One publisher says: "She's the only person I know who can talk nonstop and smile at the same time." Something else that Norma is known for: preparation. Since they first started going to Austin in 1961 to protest books they consider unacceptable, Mel and Norma have learned to deal strictly with facts—with the facts as they see them.

And there is no doubt that *their* facts—their ratings of textbooks—have a great impact within Texas and far beyond. One publisher said: "If one of our books gets an 'unacceptable' rating from the Gablers, we can be pretty sure that our sales in Texas are going to plummet." During the fall 1978 textbook adoptions, the Gablers claim success in getting 18 of 28 textbooks removed from the Texas approved list.

When asked why she spends so much time and energy on a job that supposedly offers no monetary reward, Norma has two answers: "I do it for the love of the school children of Texas." Or: "All we're trying to do is make a school board member's, an administrator's, a teacher's job a little easier for them." Explaining the latter, Norma says: "School board members and other citizens can do what we do [review textbooks], but they just don't have the time. They *could* read the books themselves, but for us to read them will save hundreds of hours of time. You have to figure at least 40 hours per book because if you don't read them line by line, you miss the most deadly or damaging content. What we have done is to

**American Heritage Dictionary, The Doubleday Dictionary, Webster's Seventh New Collegiate Dictionary, The Random House College Dictionary, and Webster's New World Dictionary of the English Language.*

do their work for them. Our information is here for the asking. All that we ask is that they remember the cost of printing and distribution. We don't ask them to pay* for our reviews; we just ask them to send in a little donation so that we can go on with our work. But it's actually *their* work; I think the fact that we can save them time is where we've gained their respect."

The Gablers' thorough and painstaking efforts in poring over books is one aspect of their crusade that never has been questioned—even by their critics. Mel, who is known as the "behind the scenes" person, estimates that 2,000 hours went into the preparation of what currently are their hottest items: a comparison of five high school history textbooks and a similar study of eighth-grade history books. The high school history books were reviewed to catch and analyze proper attitudes toward free enterprise, any possible feminist bias, misplaced emphasis on certain portions of history, and preoccupation with ecology. Sheila Haralson, a 24-year-old woman who has worked for the Gablers for a year, assisted Mel in the history texts analysis. Sheila says she objects to "propaganda for the ecology movement" being included in history textbooks: "There's no reason for publishers to devote so much space in a history book to a movement that's just now picking up—and that some forces are trying to push. There are plenty of people who are opposed to the ecology movement. Actually only one side has been presented—and that's usually the pro-ecology side."

The Gablers vigorously claim that all they want in textbooks is "equal time" for the strictly fundamental beliefs and values "upon which our country was founded and which have enabled it to become the greatest country in the world"—so that "students can decide for themselves." Their critics like to point out some inconsistencies in that argument.

Repeatedly, Norma and Mel say that a problem with schools today is that children are taught "to question everything." But Richard Carroll, president of Allyn & Bacon Publishers, cautions:

* The fact that the Gablers don't sell anything makes it possible for them to operate their business from their house, which is not in a commercially zoned neighborhood. The Gablers say that donations from parents who have read about their work or heard Norma on late night radio talk shows and "an occasional small grant from a foundation or two" make their work possible. Mel says: "People cannot comprehend how God supplies needs—a little at a time."



Sheila Haralson, a Gabler employee, doesn't want "propaganda for the ecology movement" in textbooks.

"The Gablers have taken the word 'inquiry' and have made it dirty. For the Gablers, inquiry is something that children aren't supposed to do, and something that parents should be afraid of.

The danger in what the Gablers are espousing is that they say they want equal time—they want their beliefs to be reflected in half the curriculum. They may be asking for equal time today, but they're aiming for what is total control tomorrow."

Carroll adds: "The Gablers' impact is unique in that most people in their line of work are interested only in how they can affect their own communities. For the Gablers, it's a 'calling' that extends far beyond Texas."

Why is this calling so important to the Gablers? Mel explains: "Until textbooks are changed, there is no possibility that crime, violence, venereal disease and abortion rates will decrease . . . Textbooks mold nations because they largely determine how a nation votes, what it becomes, and where it goes."

And why has the calling been so popularly received in communities across North America? Edward Jenkinson of N.C.T.E. and Judith Krug of A.L.A.'s Office of Intellectual Freedom speculate that schools are a convenient target for unhappy citizens. "Many people feel that they cannot fight Washington, the

A biblical view of censorship

Mel and Norma Gabler and other critics of modern textbooks claim that these texts and other curriculum materials "do not adequately present the Judeo-Christian ethics and values upon which this country was founded," and that some of them portray the dark side of human nature. To such criticisms, Carolyn Moulton, a graduate student in theology at Ontario's Institute of Christian Thought, offers this advice:

"The Old Testament makes it clear that what ought to be attempted is a balanced and realistic portrayal of human life, which is at times somewhat less than ideal. Not only the greatest sinners but also the greatest saints did a number of things which, while not lauded, were recognized as being part of life: David had his fling with Bathsheba; Noah was drunk and naked in front of his sons; Aaron, the highest

of the high priests, built and worshipped the golden calf . . . *There is something to be lost by presenting students with a filtered concept of life.* People have a responsibility to be reflectively aware of their surrounding world. Development of this ability is one of the prime goals of education. While the Bible does say that one is not to be 'corrupted by the philosophies of men,' it also makes it clear that one ought to be aware of them," according to Moulton.

In an essay in *Censorship: Stopping the Book Banners*, Moulton goes on to suggest that parents who are concerned that their 16-year-old is going to be corrupted by reading about a premarital sex act may be saying more about how well they have prepared their child for the realities of life than they are saying about the book in question.—B.P.



Norma Gabler stands next to a double-duty bed: By day it's a board used as work space.

state capital, or even city hall," they say, "so when they become unhappy with inflation, federal or state laws, the so-called moral decline, or anything else, they want to lash out. Taxpayers have a tendency to feel that almost everything wrong with society stems from the schools. So the schools become a target for irate taxpayers—and censorship is one of their weapons."

These angry citizens aim their ire and persuasion squarely at school board members. In materials they send to parents, the Gablers recommend: "The first approach to getting things corrected is through school boards." Norma adds: "I personally believe that many school boards' members aren't vocal enough, but that's because they're not informed enough." To help inform them, the Gablers recommend that parents use the reviews that the Gablers have prepared—"to save them time." Then the Gablers urge parents to "select the board member you know best or the one you think will be most receptive to your problem." The next step is to write and thank that board member for his dedicated service to the community and to its children. Toward the end of this letter of thanks the Gablers recommend that a sentence be slipped in which "acknowledges that the board member is a very busy person and that you are appreciative of his time." Then the writer is advised that if the board member can't spare the time to look into the objectionable book matter or if it doesn't fall within his area of interest, "the

board member should be asked to let the writer know—so that another board member can be contacted." Above all, the advice is: "Stick with the board members, not the educators—and offer all the assistance you can muster." If an objecting parent is told that he is "the only parent who has objected to this material," the Gablers will, upon request, "furnish the names of existing parent groups nearest you for support."

And if all else fails, Norma herself can fly into town to enlighten the school board (provided that parents come up with an honorarium and travel expenses) and to share "18 years of 'know-how' in helping you to secure better textbooks."

Two people familiar with the Gabler strategy are Ken Underwood, former superintendent of the Kanawha County (West Virginia) schools, and Frances Link, director of Curriculum Development Associates, who is known today as "the woman behind MACOS"—the controversial social studies curriculum entitled *Man: A Course of Study*. (The fight to get MACOS out of the schools has taken Norma throughout the United States and overseas to Australia and New Zealand.)

Neither Underwood nor Link has ever met the Gablers, but both say they "are well aware of their work." Frances Link calls Norma "a very effective 'surprise attack.' From photographs I've seen and reports I've heard, she's a sweet, motherly lady who stands for all that is good and wholesome, which, of course, makes her almost invulnerable."

Link says there is a pattern to Norma's appearances in a community: "Usually it's right before a school board election or when a controversy erupts." Link tells of a telephone call she received from the assistant superintendent of a small, rural school system in the Northwest where the MACOS curriculum had been used—without incident—for five years. The superintendent told her that suddenly the curriculum was coming under fire from people in the community and a few members of the school board. Link then asked the superintendent if there was a school board election coming up and he answered affirmatively. Next, Link asked him if the school board had a policy of asking people at school board meetings to "log in." The superintendent said there was no such policy, and Link urged him to recommend this procedure be used for the next board meeting. She further advised the superintendent: "Be

prepared for a lady to fly into town and buy radio and television time prior to the board meeting." Link continues: "Sure enough, three or four days before the board meeting, Norma Gabler appeared on radio and TV . . . and a check of the attendance log at the board meeting revealed that at least half of the people at that meeting were not from the local community." (MACOS subsequently was dropped from the curriculum and the superintendent was fired.)

Ken Underwood, who was superintendent of schools during Kanawha County's 1974 textbook controversy, received a MAILGRAM and a note from the Gablers during the textbook battle that erupted in his school system. In part, both pieces of the Gablers' correspondence told Underwood: "You were presented on tonight's television in the role of trying to resolve the problem of textbooks in your school system . . . perhaps we can help you. We are in our 14th year of offering a service to schools and teachers concerning textbooks . . ." Underwood didn't respond. The Gablers deny they were trying to take advantage of a situation and sell their services to a beleaguered superintendent, but Underwood says: "Three or four days after I received the second note from the Gablers, I picked up the morning paper and read that the Gablers were to be the principal speakers at an antitextbook rally to be held at the Charleston ball park."

When asked what kind of help he and Norma were offering to Ken Under-



Mel Gabler works "behind the scenes" to keep the office in order.

wood, Mel replies: "Well, we always take it for granted that the superintendent is going to want to cooperate and want to straighten things out once he knows what the situation is. Since we have all of these materials we do try to help, and there's been many a superintendent who's appreciated what we've done. But Underwood didn't."

In a book about the Gablers (*Textbooks on Trial*, which now is distributed solely by the Gablers' Educational Research Analysts, Inc.), Author James C. Hefley says that according to leaders of the West Virginia protests, "the Gablers' contribution was significant." Larry Freeman of the West Virginia textbook review committee said: "They [the Gablers] showed us how to docu-

ment our objections to a bad text by page, paragraph and line." And a board member active in the protest adds: "They gave us encouragement when we needed it most."

Interestingly, the six language arts books and the two speech books that sparked the controversy in Kanawha County in 1974 were up for adoption in Texas during the same fall. Before going to West Virginia, Norma presented detailed bills of particulars objecting to those eight books; many of her identical page, paragraph and line objections appeared in antitextbook ads that ran in Charleston newspapers. That fall in Texas, the state textbook committee eliminated seven of the eight objectionable books and required extensive

changes in the eighth; 1974 was a very good year for the Gablers—their very best up to that point.

After 1974, the Gablers' influence spread. Norma hit the talk show trail, was invited to Australia to speak out against MACOS, and appeared on a couple of national television shows. More mail poured into Longview requesting the Gablers' reviews and Norma for speaking engagements throughout the United States and Canada. More employees had to be hired and more of the Gablers' home had to be turned into office space.

Since then, the Gablers have had a lot of good years. And the better they get, the more likely you are to hear from them. □

In censorship battles, you might become the target for personal attacks — like these:

By Barbara Parker

Most of the material I collected for this issue's stories on textbook controversies came from interviews with school officials, parents and publishers. But a couple of anonymous telephone calls to my home have earned me the right to pass along the following advice on a personal level, from me to you: Be warned that when and if a textbook censorship controversy hits your school system, you're likely to be a target for some emotionally charged attacks. Here are some examples:

- Ken Underwood, who was superintendent of schools in Kanawha County (West Virginia) during the 1974 textbook battles there, was forced to move his family members out of their home. Repeated threats on their lives came through phone calls and letters. To ignore them would have been foolish: Protestors already had used shotguns to blow out several windows at the board of education building, and numerous other shoot-

ings and beatings had occurred. Because of the threats, Underwood "felt compelled to request around-the-clock police protection" for his family members until they could vacate their home.

- Jackie and Anthony Zykan, parents of two Warsaw, Ind., students who have filed suit against the Warsaw school system (see story on page 27), have received a few "ugly" phone calls and several of what Jackie Zykan calls "hate letters." One of them, addressed to "the smut peddlers," reads in part: "Can't you get it through your rotten heads that it is your kind of permissiveness that is causing this unprecedented situation of lawlessness and immorality in our country? Why in the name of heaven don't you just go back to wherever it is you came from and take your smutty family and rotten concepts along with you. Praise be the day that you leave this area. /Signed/ Many natives." Another letter the Zykans received was addressed to "the aliens" (the Zykans moved to Warsaw from Chicago in 1964). The scrawled

note reads: "If you were halfway intelligent you would recall that these books were banned by a vast majority of the school patrons and taxpayers. But know /sic/, you are stupid enough to force we taxpayers to finance another lawsuit. We pay our school board to run and manage our school system and not some damn foreigners such as you. My advice to you is if you don't like the way things are run here, get the hell out. You won't be missed. /Signed/ A large taxpayer."

- In the early stages of researching the censorship articles in this issue, I received telephone calls from people obviously worried over the outcome of the story. While there is no reason to believe that these calls were precipitated by the Gablers or anyone connected with their organization, one caller did warn: "If you write anything that's slanderous to Mel and Norma Gabler, your child is going to pay for it." Another caller suggested that if I believed anything that Jackie Zykan told me, then *both* Zykan and I were "nothing but cheap, two-bit whores."

In Warsaw, Ind., educators are told to cut 'offensive' words out of books

When Edward Jenkinson of the National Council of Teachers of English was asked to rate—on a scale of 1 to 10—the severity of censorship in Warsaw, Ind., schools, Jenkinson replied: "About 25."

Since 1977, the Warsaw school system has given way to what some might call anarchy: the superintendent of seven years has left; the chairman of the English department has quit; courses covering Shakespeare, creative writing, Gothic literature, black literature, folklore and legends, values clarification and science fiction have been dropped arbitrarily from the curriculum; principals have been instructed to bring to the board any teaching materials that "appear to be in poor taste" and several books have been removed from the schools on those and similar grounds; teachers have been instructed to "cut out words or pages containing offensive language" from a literary criticism book; the high school newspaper no longer is being published. And a senior citizens group built a bonfire out of objectionable books that had been removed from the schools and turned over to the senior citizens group.

The current superintendent, Charles F. Bragg and his supporters—the school board, the town newspaper (*The Warsaw Times-Union*), a parent organization (People Who Care), and others—claim that what happened in Warsaw is little more than a return to more traditional teaching methods. They maintain that administrators who order the scissoring or banning of books are just doing their jobs.

Although the administration and school board might view the commotion in Warsaw as merely a move back to basics, there are others who strongly disagree. Four lawsuits now are pending against the Warsaw school system.

One has been filed by Warsaw students, Brooke and Blair Zykan. In their complaint they allege that school officials violated the First Amendment rights of students at the high school by banning books and removing courses from the curriculum. One part of the Zykan's class action suit asks that the court "restrain school officials from

removing any books and changing curriculum until a reasonable and impartial procedure for such future action has been formulated." The Indiana Civil Liberties Union is representing the Zykans.

The other three lawsuits against the school system have been filed by the following: JoAnn DuPont, a former Warsaw teacher who says her contract was not renewed because she spoke out against the censorship incidents; by Teresa Burnau, who taught the "women in literature" course that used four of the banned books (*Go Ask Alice*, *The Stepford Wives*, *The*

Bell Jar, and *Growing Up Female in America*); and by two high school students, Anne Summe and Jeri Grisso, who claim that school officials have violated their First Amendment rights by failing to allow publication of the high school newspaper *Kontac* and censoring student-written stories that appear every other week in *The Warsaw Times-Union*.

According to the suit being filed by the Zykans, school administrators in Warsaw instructed teachers "not to use books in the classroom that they would be embarrassed to read to the school board."—B.P.



In December 1977, members of a Warsaw, Ind., senior citizens group burned "objectionable" textbooks that had been removed from Warsaw classrooms under orders from the school board. Books being discarded by the schools in Warsaw routinely are made available to nonprofit groups, and the senior citizens group requested the banned books specifically for burning. According to the president of the senior citizens group, a majority of the members voted to pick up the books "if and when we could burn them."

Sound policies and a well-informed public can ward off censorship controversies

If your school system hasn't yet been involved in a censorship controversy, either you've been lucky *or* your board has a well-established policy on dealing with textbook or library book criticism. Good luck being generally unreliable, here are some guidelines that you should follow *before a censorship controversy arises*:

- Every school system should have a set of textbook adoption procedures that are made clear to the public *before* textbooks are adopted.

- Every school system should have a set of procedures for dealing with complaints about textbooks, library books and other teaching materials. (Edward Jenkinson of the National Council of Teachers of English adds: "And every person within the school system—school board member, administrator, classroom teacher, school librarian—should follow the procedures carefully. No one person in a democratic society should have the authority, nor should assume the authority, to remove a book from a classroom or library without the full consent of an informed majority.")

- The board has an obligation to listen to any and all parental complaints concerning textbooks, library books and other instructional materials. And the complainant has the right to expect that he will be given a fair hearing.

- The removal of a book, film, record, or entire course should be a last resort that occurs *only* after the entire complaint procedure has been followed.

- School boards should request legal guidelines from their attorneys based on the most recent federal court decisions concerning academic freedom and censorship in the schools.

- School boards should have a written list of criteria that is used in textbook, library book and other curriculum material selection. The criteria may be an appropriate target for criticism, but an individual book *that fits the guidelines* is not.

- School boards have a responsibility to keep the public informed about what is being taught in the schools and why. If you're using books that have been *censored (by anyone, anywhere, for any*

reason), school board members, administrators, and teachers should be aware of it and know the rationale for using the books. Ken Donelson of N.C.T.E. suggests: "Perhaps a discussion of 'controversial' or 'contemporary' literature could take place at some school function. A series of evening programs for parents could be devoted to explaining why certain books are taught or are being used in the schools."

There are many organizations that can assist you in preparing guidelines for the selection of textbooks and other curricular materials and for the handling of complaints. Some of them are:

The National Council of Teachers of English, 1111 Kenyon Rd., Urbana, Ill. 61801 (217/328-3870).

American Library Association Office for Intellectual Freedom, 50 E. Huron St., Chicago, Ill. 60611 (312/944-6780).

American Association of School Administrators, 1801 North Moore St., Rosslyn, Va. 22209 (703/528-0700).

National School Boards Association, 1055 Thomas Jefferson St., N.W., Washington, D.C. 20007 (202/337-7666).

American Civil Liberties Union, 22 E. 40th St., New York 10016 (212/925-1222).

National Education Association, 1201 16th St., N.W., Washington, D.C. 20036 (202/833-4000).

National Association of Elementary School Principals, 1801 North Moore St., Rosslyn, Va. 22209 (703/528-6000).

National Association of Secondary School Principals, 1904 Association Drive, Reston, Va. 22091 (703/860-0200).

American Federation of Teachers, 11 Dupont Circle, N.W., Washington, D.C. 20036 (202/797-4400).

In Canada, assistance may be obtained from:

Canadian School Trustees Association, Suite 507, 30 Metcalfe St., Ottawa, Ontario K1P 5L4 *Canada* (613/236-9153).

Ontario School Trustees Association, 120 Eglinton Ave. East, Toronto 315, Ontario, *Canada* (416/486-1200).

The Book and Periodical Development Council, 86 Bloor St. W. Ste. 215, Toronto, Ontario M5S 1M5 *Canada*.

The Canadian Civil Liberties Association, 229 Yonge St., Ste. 403, Toronto, Ontario M5B 1N9 *Canada*.

The Canadian Library Association, 151 Sparks St., Ottawa, Ontario, *Canada*.

—B.P.



Enroll adults as students in your schools

By June Edwards

WHAT high school student bodies need are a few gray hairs, a wrinkle or two, and the mature experiences of adulthood. What high schools need, in other words, are adult students.

In most states any adult has the right to gain a high school education, but the usual route is for the former high school dropout to attend special adult classes, pass a general equivalency test, and thus earn a diploma. But if adults could enroll in regular high school or junior high school classes, benefits would accrue to older students, regular students, the school system in general, and the tax-paying public as well.

Among the first to take advantage of such an arrangement might be women. A number of women in your community may have left school due to an early marriage or pregnancy. Once their children are in school, however, and having a developed sense of maturity, many of these women who do not have outside employment may want to return to school and complete their education. Women and men who are unemployed or who work during evening hours could benefit from enrollment in regular public school programs.

Adult students could help solve the problem of shrinking enrollment, and their presence in classrooms—and the state aid these students would bring with them—could help avoid unwanted cutbacks in the teaching staff. What's more, adult students bring with them a

mature and responsible attitude towards education and could provide a socializing process that would be good for the regular high school students.

During discussions of social problems or historical events, adult students could bring a fresh perspective into the classroom. Example: The Vietnam war is considered "ancient history" by many of today's high school students, but an adult student might be able to explain the impact of the war in a far more realistic manner than a textbook could. The same would be true of Watergate or other important events of our recent past.

Adult perspective on everything from Shakespeare to geometry might add meaning to what some teenagers view as dull and lifeless subject matter. In fact, nothing in a normal high school curriculum is inappropriate for adult students. These adults might even bring a sense of sanity to what should be sensitive classroom discussions regarding sex education or morality.

Discipline and teacher performance also might improve with adults in regular school classes. Disruptive adolescents would have less peer approval for their behavior with adults sitting next to them. Can you imagine any adult allowing a teenager to vandalize a washroom or write graffiti on a classroom wall? And adult students might challenge teachers in ways that teenage students do not. Adults would be eager to master their subjects and might encourage teachers to shy away from rote and unimaginative assignments.

Age is not a discriminating factor in the use of most tax-supported services,

and public schools should be as accessible to taxpaying adults as are the public library, parks, fire department and hospitals. If learning truly is a lifelong pursuit, if decreasing the artificial barriers society places between the young and the rest of us is a desirable goal, then adults should be encouraged to become a regular part of the high school program.

School boards should think ahead to a future bonus from adult students: They might later return to work actively in schools through the P.T.A., Title I parent councils, or as school volunteers. The knowledge these adults gained as recent students then could be used to improve the school system.

Would adult students accept such a plan? With some exceptions, I think they would. If adults lacked only several credits for a diploma they likely would fit into the classrooms with few problems. And those adults lacking basic reading and writing skills could be tutored in these subjects until they were prepared to enter a regular classroom setting. Handled sensitively, most adults might be enthusiastic about returning to their studies alongside teenagers.

A pie in the sky idea? Perhaps. But in 1973 the National Commission on Reform of Secondary Education recommended that an individual be allowed to drop out of a formal education anytime he believed it was necessary, but also should be able to "reenter at his convenience at anytime during his lifetime—even as a senior citizen."

School boards could make such a retransition from an interrupted education a reality. □

June Edwards, a freelance writer and junior college instructor, lives in Wauwatosa, Wis.

The power over school policy: Teacher

By Diane Divoky

WHEN the negotiators for the Los Angeles Unified School District and the United Teachers-Los Angeles sat down at the bargaining table last fall the school board had a policy that banned corporal punishment. When negotiations ended, however, corporal punishment had become Section 2.2 of Article XIX in the teachers' new contract, and it was permitted in elementary and junior high schools. The magic of the bargaining table had not simply turned the practice around, it had transformed the issue from a policy matter for the school board to shoulder into just another "safety condition" for employees—one over which the union now had the power to bargain.

The issue of who controls school policy is by no means limited to Los Angeles. School boards across North America are being pressured to bargain away policy rights, because teachers recognize the obvious advantages to gaining power over school policy and they're attempting to secure that power through collective bargaining.

In Los Angeles the teacher union spent a year waging the campaign in favor of corporal punishment. The membership of the union had voted 3-1 to work for reinstatement of corporal punishment, and in February 1978 the union tried to pressure the board to lift its five-year ban on the practice—and lost. Rather than mount a more vigorous campaign among the general public to pressure the board to change its stand, the union simply took the issue to the closed-door negotiations. This time the teachers won.

The general public was caught by surprise. At the open meeting called to review ratification of the contract, 40 people—including a state legislator, mental health specialists, representatives of various human rights organizations—spent nearly three hours urging the school board not to vote for the contract if it included the corporal punishment provision. But it was too late for public debate. Although three of the

seven board members had, in a previous private session, voted against the specific clause, the board was required by law at the ratification meeting to accept or reject the entire contract. It voted for the package.

What most upset some citizens was not the change in the corporal punishment policy itself, but the willingness of the board to bargain away a clear board responsibility. In a *Los Angeles Times* column, Iris Mann, an observer of the local political scene, argued: "The audacity of the teachers in demanding the right of corporal punishment is matched

only by the cowardice of the board of education in abdicating its responsibility over disciplinary policy. The board could and should have refused to bargain over this controversial provision."

Mann pointed out that corporal punishment had not been part of the initial contract proposals circulated in the community, and asked: "How far should public employees be permitted to expand the category of 'working conditions' beyond the traditional concern for such things as adequate heating, proper ventilation or safe machinery?"

The transfer of authority from board

The citizen negotiator: Your school system may discover

Gayle Dixon of Rochester, N.Y., spent much of 1977-78 playing the role of the good mother: cooking meals, taking part in her daughter's preschool program, and serving as P.T.A. president at her son's elementary school. But unlike other parents of growing children, Dixon also spent hundreds of hours serving as a parent representative on the Rochester City School District's negotiating team. Not only was Dixon a full member of the district's ten-member team, but for the last six months of hard bargaining, she and Adam Kaufman—the district's counsel and chief negotiator—represented the entire team in face-to-face exchanges with two teacher union negotiators.

The Rochester school district has bargained with teachers since 1965 and in the early 1970s the board of education became involved with community groups representing special interests such as Title I, bilingual education, and integration. That's when the school board became accustomed to parents sitting alongside administrators on various committees and task forces. Then, in 1976, the board adopted a "parent involvement policy" to formalize citizen involvement in educational decisionmaking. This gives parents a say in the district's policies involving capital and operating budget, instruction, discipline, grading, building

utilization, as well as special education programs and special services. But the policy didn't live up to some expectations and the section on parent representation on collective bargaining particularly became the focus of community interest.

Originally, Dixon recalls, the policy's proposal for a parent representative in negotiations met with some opposition, but survived partly because of the willingness of negotiator Kaufman to "live with" the situation and because of a lack of strong resistance from the board. The question of the legality of a parent's presence at the bargaining table was, in effect, circumvented. Because the teachers' contract allows for either party to call on consultants or lay representatives during negotiations, the question of the legitimacy of a parent representative at the bargaining table has not yet been raised by the union.

Dixon learned that she had been chosen by the superintendent of schools (from among six candidates submitted by parent leaders) only the day before she attended her first meeting of the district's negotiating team. "Twenty-four hours is hardly enough time to prepare, especially when one is so unaware of the extent of one's ignorance," she says. During the next three months—the pre-bargaining stage—she and the rest of the negotiating team met nine times to

Diane Divoky, an education writer, sat on the board of a private elementary school for the past three years.

unions covet what the law says is yours

to union over this issue received a good deal of publicity, both because of the size of the school system and the sensitivity of the corporal punishment issue. But through bargaining, the encroachments of teacher unions on school board policy areas are increasing.

A review of contracts entered into by school boards throughout New York State shows that several school boards have bargained away policy control over their right to try out performance contracting, assign teacher aides to classrooms where the administration considers their placement appropriate, re-

duce the size of the teaching, guidance, or physical education staff, or determine class size. Other New York State school systems have signed contracts that allow unions to help determine the school calendar and to participate in policy and budget decisions.

Part of the difficulty, of course, is drawing that fine line between a "working condition" and a policy matter.

One example of a working condition clause with far-reaching educational implications is Denver's much-publicized "class load relief" program (JOURNAL, May 1979). In 1976 the Denver school

board agreed to adopt as part of its contract with the Denver Classroom Teachers Association a plan devised by the union as a way of dealing with class size—a matter teachers considered an important working condition. Under the plan, class size is determined by the "difficulty" students present to a teacher, with each kind of "difficult behavior pattern" assigned a specific "weight." The program requires every classroom teacher to assign every student in her class one of 14 labels—ranging from "normally achieving" to "slow learner" to "emotionally dis-

that a 'civilian' at the table facilitates bargaining

hammer out the contract they wanted.

Once the district and union announced their proposals and bargaining actually began, Dixon's life grew hectic. She spent five Saturday mornings in February and March of 1978 meeting with the group of parent leaders, explaining the district's positions, interpreting the union's demands, and actually teaching parents about the bargaining process. Then in May, in the wake of a court decision that forced the district to cut its budget by \$6 million, negotiations came to an impasse. A mediator was called in, and then a fact finder, and a teacher's strike became a real possibility. An agreement finally was reached in October after one 11-hour meeting followed by an all-night meeting, with a break in the impasse coming at dawn. Dixon, Kaufman and the two union negotiators worked out the final contract terms at a restaurant over breakfast. "I learned a lot," she says, "even though it was hard for me to accept the idea that I wasn't going to be able to make everybody happy."

Dixon claims that her impact on negotiations was positive, not only because she managed to get the proposals the parents wanted into the contract but also because she managed to block a number of union proposals that ran counter to parent interests. Example: A proposal seeking teachers' commitment

to parental involvement was accepted. Another, to establish a joint committee of teachers, parents and administrators to study the feasibility of parent involvement in teacher evaluation, was rejected by the union; eventually, the word 'evaluation' was dropped, but the proposal was included in the new contract in a watered-down form.

But Dixon says her real contribution may rest less with the contract's provisions and more with the manner in which bargaining was conducted. "While it is difficult to assess my impact, there appeared to be a keen awareness on the part of board members that their performance was being observed," Dixon says.

If Dixon's contributions were substantial, part of the credit belongs to Chief Negotiator Kaufman. "His acceptance of me as an equal team member set the tone for my acceptance by the others involved," she says. She also praises Kaufman for his "willingness to meet and talk at length with parents about negotiations."

"Working with Kaufman has convinced me of the advantage of having someone within the system serve as the negotiator," Dixon says. "Not only does he administer the contract, but also he must live and work with all people involved once bargaining has ended. The fact that Kaufman is a city resident,

with a child in the city school system, adds to his credibility in the community." On the other hand, she believes that the union negotiator, a field representative for the statewide teachers' union, was less effective because he was not part of the local bargaining unit.

Dixon's big job with the parents was to demystify the bargaining process, by meeting again and again with them to discuss the status of bargaining and distribute proposals and counterproposals, until, as she said, "the parents were equally, if not better, informed than the board." The important by-product of this form of parent participation, she points out, "has been the increased dialogue between parents and the school board. This dialogue might not have been as extensive and informal under other structures, such as sunshine bargaining, third-party bargaining or mediator roles. Although parents have not and most likely will not always agree with the school board, using a parent as a negotiator creates empathy—from parents—for the way the board operates."

Dixon has received a couple of nice by-products out of her involvement, too. She says her kids grew a good deal more independent during her busy tenure as negotiator. And, yes, she's now planning a career in labor relations. — D.D.

turbed" to "hyperactive." According to the weighted formula, if a teacher has a heavy student load, the teacher can request a classroom aide or other resources. The Denver board bought the plan without ever expressing reservations about requiring teachers to label children according to the kinds of problems they create and give those problems names and numbers. The plan, according to one National Education Association official, might "revolutionize teacher contracts."

The response of school boards, par-

ents, and the citizenry at large to attempts by teacher unions to encroach on policy areas has been as diverse as the communities in which those encroachments have occurred. Most often, specific shifts in authority go virtually unnoticed, but sometimes a school board is willing to hold the line if it can count on strong community support. In Davis, Calif., the school board refused to negotiate with the teacher union about a number of issues the board believed were outside the scope of bargaining. Perhaps most significant among the

teachers' demands was that their right to "consult"—to have a voice in determining educational objectives, curriculum and textbook selection—be made part of the contract. The board said No. When the Davis Teachers Association filed an unfair practice charge against the board with the state Public Employment Relations Board, a group of Davis parents formed a committee to back the school board, particularly in its refusal to bargain about consultation rights. In its *amicus* brief, the Davis Committee for Participatory Government argued: "The rights of citizens are seriously impaired when issues of policy are decided at the negotiating table in private rather than through the normal, open processes of government."

Last October a state hearing officer ruled in favor of the board, declaring that while "teachers have a substantial interest in the definition of educational objectives, the determination of the content of courses and curriculum and the selection of textbooks," so "also do the parents of children and the residents of the district. It is clear that procedures for consultation could be drawn so as to remove participation of parents and the general citizenry from any effective voice in basic educational decisions."

In two New Jersey communities, Englewood and Ridgefield Park, disputes between unions and school boards about the appropriate scope of bargaining also ended up in the courts. The issue: Whether state law allowed for matters other than those mandated as negotiable to be negotiated on a voluntary basis. The New Jersey Supreme Court ruled in favor of school boards (which were strongly supported by local parents' groups), saying: "A private employer may bargain away as much or as little of its managerial control as it likes. However, the very foundation of representative democracy would be endangered if decisions on significant matters of governmental policy were left to the process of collective negotiation, where citizen participation is precluded. This Court would be most reluctant to sanction collective agreement on matters which are essentially managerial in nature, because the true managers are the people. Our democratic system demands that governmental bodies retain their accountability to the citizenry."

"The interests of teachers do not always coincide with the interests of the students on many important matters of educational policy," the court concluded. "Of the relevant actors at the

Rand report says boards give away money and power

If school board members have suspicions about the increasing power teachers exercise over school policy, the Rand Corporation confirms them. According to Rand, teacher unions "have increased their control . . . over what happens in the classrooms, their schools and their school systems" over the past decade.

The Rand report, prepared by Lorraine McDonnell and Anthony Pascal, says that teachers have grabbed this policy control through the collective bargaining process, and that "collective bargaining gains by teachers follow a distinct pattern. Teacher organizations first bargain over and obtain increases in salary and fringe benefits; they then move on to working conditions and job security and only lastly to issues of educational policy." The report on teacher bargaining and school policy also says "although noncompensation gains have not been universal, teachers have significantly . . . increased their influence over school and classroom operations."

The areas over which teachers show a growing influence include: length and composition of the school day, teacher evaluation, and the manner in which supplementary personnel are used in the schools. What's more, the report says that these intrusions into school policy are not traded away by school boards in lieu of money, but that "such gains are obtained in tandem with advances with compensation. So, for example, the attainment of a costly class-size provision is only infrequently a substitute for salary increases."

Principals might not be surprised to hear that often they are the fall guys for school boards who bargain away management power. The report says that "the noneconomic effects of collective bargaining are more perceptible at the school than the district level. Because of contractual provisions regulating teacher working conditions, principals have less latitude than before in managing their own buildings." Has this shift of power improved education? Rand says No. "Collective bargaining does not seem to have affected significantly either classroom operations or the quality of educational services that teachers provide to students."

The Rand report also indicates that school board members are backing away from the bargaining table in favor of hired professional negotiators, but that "the sidelining of school board members may have partially provoked recently voiced demands for the direct involvement of community group leaders in the bargaining process." (See story on page 30.)

Rand speculates that a call to political action may be the only way board members can survive with their powers intact. "Statewide teacher groups have attained considerable power in legislatures and state administrative agencies through political action. School boards associations have proven no match for them . . . school boards might achieve a more favorable balance if they devoted more resources to political action."—*Jerome Cramer*

Parents will back school boards in fighting unions for school policy control. But first, boards must learn to work with these allies.

local level, only school boards have a primary responsibility to the public at large, as they have been delegated the responsibility of ensuring that all children receive a thorough and efficient education. These boards are responsible to the local electorate, as well as to the State, and may not make difficult educational policy decisions in a forum from which the public is excluded."

With this in mind, it seems clear that a school board that has agreed to negotiate with a union about a policy matter can expect a challenge from citizens and parent groups. In Los Angeles, the American Civil Liberties Union—in conjunction with other community organizations—is planning a suit against the school board on the corporal punishment issue, arguing that the matter was beyond the scope of bargaining, and that public notice concerning the inclusion of the item in the contract was inadequate.

In Philadelphia, the Parents Union for Public Schools sued the school board there in 1975, charging that the authority to make educational policy decisions had been transferred illegally from the school board to the teachers union by the collective bargaining agreement. The board responded by challenging the jurisdiction of the court, claiming that the case first should be decided by the Pennsylvania Labor Relations Board. The Pennsylvania Supreme Court finally ruled in favor of the parents, stating that such a group may challenge a collective bargaining agreement in state court. The court further said that the labor relations board's expertise would not contribute to resolv-

ing the parents' complaint, which was not against "alleged unfair bargaining tactics" but against what they saw as "an illegal shift in responsibility for policymaking." Because of intervening judicial and political occurrences, the parents have not pursued their suit, but the case still is significant because it is the first in which the right of third parties to challenge a school collective bargaining agreement was recognized by the courts.

Another group of Philadelphia parents *did* find a way to restrain the union from one intrusion into a sensitive educational matter. The teachers union had been sending representatives to Individualized Education Program planning meetings for handicapped children; these are conferences during which the students' personal records are disclosed. The practice was considered legitimate by the union and the administration under their interpretation of the teachers' contract. When parents objected to the presence of the union representatives at the conferences, the union refused to budge. The parents filed a complaint with the U.S. Office of Education's Fair Information Department, the enforcement arm of the federal Family Educational Rights and Privacy Act (commonly known as the "Buckley law"). After meeting with spokesmen for the school system and the union, federal officials reaffirmed their interpretation of the law: that no union representative or any other person without "legitimate educational interest" in a particular student could have access to the child's records. Armed with this information the school district eventually established a policy that said union officials without written parental consent could not be present at due process, special education, or child placement meetings during which student records would be discussed.

Recourse to higher authority—the labor relations board, a state court, a federal agency—sometimes seems the only avenue of appeal for a school board that wants to counter teacher union moves to widen the scope of bargaining. But in the long run this appeal is far from an ideal solution. It takes time, it costs money, and for a school board, it can have dangerous implications. Many people view board appeals to higher authority as another sign that the school board has lost local control of education.

Charles Cheng, an authority on public sector bargaining who teaches at the

University of California, Los Angeles, is a strong advocate of collective bargaining, yet he warns of the erosion of public interest in education as collective bargaining gains importance. Cheng notes that parents and community groups see labor relations arbitrators and mediators as "yet another impenetrable layer in the educational power structure" and he says citizens feel further alienated when "the final decision-making authority is in the hands of persons not accountable to the public interest." Failure to resolve a dispute locally is an indication that elected officials have abdicated responsibility, Cheng says. He advises that unions and boards seek suggestions from the community during the formation of bargaining demands and that citizens be allowed to view negotiations in open bargaining sessions.

There are moves afoot to involve the public directly in the bargaining process. As part of its parent involvement policy, the Rochester, (New York) City School District has a parent representative on its negotiating team, a person chosen by the superintendent from a list of six presented to him by a coalition of parent groups in the community (see story on page 30). In California, the Information Project on Educational Negotiations, funded by a local foundation and sponsored by the Boston-based Institute for Responsive Education, works to inform parents and other citizens about the public notice provision in that state's Education Employment Relations Act—a measure that requires that both union and board proposals be made public prior to negotiations. The project has published a handbook, *You, the Schools and Collective Bargaining*, to inform California citizens about the process of bargaining and their potential role in its outcome. It also offers technical assistance to parent and community groups interested in greater involvement in bargaining.

In districts such as Palo Alto, Calif., active P.T.A. groups have been asking for a seat at the bargaining table, arguing that such a voice is needed in negotiations if the rights of students, parents and community are not to be overlooked by either side. If school boards do not convince parents and the community that policy control will not be given away and that the interests of students and education are the board's chief concern at the bargaining table, boards surely can expect parents to want a larger piece of the bargaining action. □

Superintendents should push programs —not paperwork

By John H. Holcomb

INSTEAD of education leaders, public school superintendents have become meeting-attenders, form filler-outers, public relations experts, and specialists at coordinating advisory committees. In too many cases this dominance of paperwork and committees means that superintendents don't have as much impact as they should on the education program in their school systems.

At a recent meeting of Colorado school superintendents, I conducted an informal survey with 17 of my colleagues to determine how some of the state's educational leaders actually spend their time and energy. Combined, these 17 superintendents are responsible for overseeing budgets amounting to more than \$400 million. Granted, the survey lacks sophistication, but as Yogi Berra once said, "You can tell a whole lot just by looking."

The basic question I posed to the superintendents was: "In addition to answering the phone and opening mail, how have you spent the last three days?" The answers: working on federal programs or guidelines (8); state education department meetings (7); civil rights and welfare suits or hearings (5); school finance hearings (4); teacher certification hearings (4); special education hearings (4); crime prevention and vandalism meetings (3); defending myself in court (3); collective bargaining sessions (3); school community meetings (2); fringe benefit planning sessions (2). Other responses included spending time at federal weed and trash control meetings, developing custodial procedures, working on transportation and busing regulations, and working with a senior citizens program.

Next, I asked how many superintendents had worked on curriculum or staff in-service programs within those three days. The answer: three. Finally, I asked how many superintendents had read one major professional magazine or book in the past week. Answer: three.

John H. Holcomb is superintendent of schools in Lamar, Colo.

The sad conclusion from my survey and informal discussions is that most school superintendents have neither the time nor the inclination to act as the education leader for their schools. What's more, school boards are not requiring superintendents to act as education leaders and many don't even see this as a proper role for the superintendent. This attitude of school boards necessarily shapes the way school superintendents view their own jobs.

Several superintendents interviewed for the survey replied that "administration of the master contract" was their primary responsibility, while others indicated that the majority of their time was spent "keeping the school board happy." This usually involves keeping out of conflict, avoiding anything that smacks of innovation or even an honest evaluation of the school system's educational program or personnel.

Superintendents of larger school systems pleaded that the complexities of the job prevented their direct involvement in curriculum planning or the setting of instructional priorities. What's more, these superintendents said that taking time to become involved in curriculum or evaluation would mean stepping on the toes of those administrators hired for those tasks.

Superintendents of small districts argue that paperwork prevents them from becoming involved in instruction. They also claim that in large districts superintendents are able to call upon administrators to help them free time for work in the classrooms.

Regardless of school system size, however, my findings show that the main reason school superintendents don't become involved in instructional programs is the perception that the board of education does not see educational leadership as a top priority for the superintendent.

If superintendents are to regain their proper place in the development of strong educational programs, school boards should:

- Encourage superintendents to delegate much of the non-instructional administrivia to subordinates. As a result,

however, school boards should realize that the superintendent will not have memorized all the details about what is going on throughout the school system.

- Encourage superintendents to think. Someone once said "creative contemplation" is the single most important trait when making decisions that effect the lives of others. Perspective is hard to maintain when rushing from one crisis to the next, so superintendents should be encouraged to take time off; vacations are essential.

- Allow superintendents time to teach. Most administrators once were teachers and still take pride in that skill. While the cost-effectiveness of having a superintendent serve as a teacher aide might be questioned by some, no one has questioned its effectiveness on improving staff morale. And a superintendent who spends time in classrooms can talk about classroom problems with credibility to teacher union leaders.

- Encourage superintendents to become involved in long-range planning—both for the school system and for his own career. Yogi Berra offers other sage advice: "If you don't know where you are going, you may wind up somewhere else."

- Realize that the superintendent needs a social life and a family life as well as a job if he is to maintain good mental health. P.T.A. potluck dinners and school board meetings and cocktail parties don't qualify as a complete social life for superintendents.

- When at the bargaining table, support the superintendent's role as educational leader. Don't bargain away the tools that he must wield to set educational priorities. Give the superintendent both the moral support and the financial and staff support he needs to control the direction education is to take in the school system.

Remember: If you want your superintendent to be a bookkeeper, paper clip counter, or public speaker, then don't be too surprised if that's what you end up with. But if the superintendent is to lead rather than simply manage, he needs school board support in the leadership role. □

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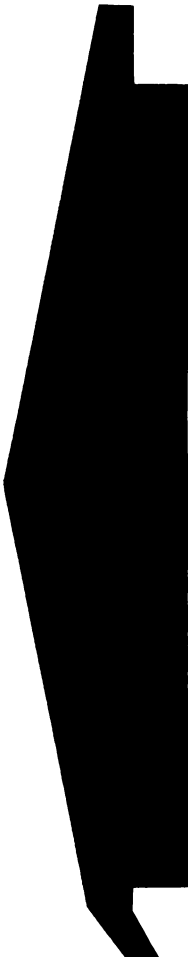
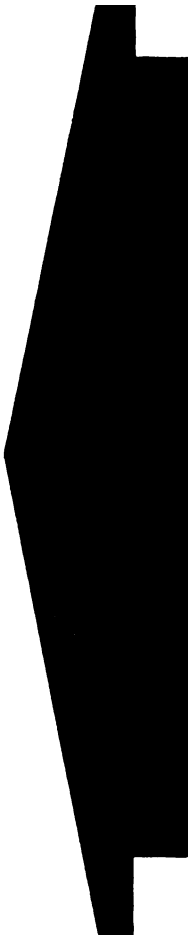
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Can your policies withstand constitutional challenges?

By M. Chester Nolte

ON JUNE 6, 1978, in *Monell v. Department of Social Services*, the Supreme Court said that boards of education as *corporate bodies* can be sued for damages if their policy or custom result in a deprivation of a civil right. This ruling has many ramifications, but immediately it means that school boards should comb through their policies to see whether each would meet a constitutional challenge should the board wind up in court.

The courts have operated for years under the assumption that the policies of school boards were legal and educationally sound. Courts still view boards in that light, but with the caveat that if school boards deprive someone of a civil right, they will have to justify their actions under color of state law. That's why one school board's peculiar way of operating *can* be different from those in neighboring districts—but only if the board is in a position to explain why.

For example: one district is bisected by a main line railroad track, and it has been the longtime custom of the board not to make students cross the tracks to get to school. The board sends students to schools in their own sectors—although some kids walk farther to school than others. This custom, long in use, never has been written down. Some parents complain that the board is discriminating because it uses this custom to draw its attendance lines. It is likely that in this case the board's defense of the custom (protecting lives and safety of the children) will stand up in court. But even common sense customs ought to be written down so they can be supported by the "whereas'es" that make

policy seem more official—and defensible—should the custom be challenged in court.

Many educators have criticized the *Monell* ruling, saying that it will result in mountains of litigation, and pointing out that taxpayers' money that was raised for educating kids now must be used to defend a school board's policy and custom. It's a good point—and school boards should move to head off any potential litigation by using the following questions to help determine if their policies or customs would stand constitutional muster.

Publicity. Is the policy or custom known to everyone, or only to a relatively small number of people in the school system? Is it a matter of record available for everyone to read? Or is it something whipped up on the spur of the moment to meet a particular problem? Example: When Teacher A decided to campaign for the state legislature, the school board developed a policy that said employees who stood for an elective office would have to take unpaid leave while they campaign. The policy had two major defects: (1) It was hastily drawn *after* a "problem" appeared, and (2) because it was not an established policy, the employee had not known that he would face certain consequences if he ran for office. In addition, such board action may be an unconstitutional deprivation of a civil right (to vote and hold office) without penalty. You must not only have valid policies on the books, but they must be widely publicized in advance so that no one can plead ignorance.

Case law. Is the policy or custom based on proved cases? Is there judicial precedent supporting the policy? If you can show sufficient legal precedent, you will be in a much stronger position to defend your policy should it ever be challenged.

Educational soundness. Many actions school boards take may be administratively sound but may not help the general cause of education. Example: the policy of a teacher automatically giving a zero to a student for absences that are unexcused. Any automatic penalty is instantly suspect and indefensible in court *if* it is shown that there are no exceptions—even for valid reasons for absence. A general rule: Yield not to ad-



M. Chester Nolte, a foremost authority on school law in the U.S., writes frequently for the JOURNAL.

ministrative convenience to the injury of better education.

Precision. Too many school policies are broader than the Mississippi at flood stage. If your policy lets persons of reasonable mind differ on the meaning, then you are in deep trouble. One board had a rule expelling children for "gross insubordination" but it was knocked down by the courts on the grounds of vagueness. In another case, *Wood v. Strickland*, the board had a rule against serving "intoxicating" beverages at any school function, when it really meant to say "any alcoholic beverage." Legally, there's lots of difference between the two words. Say what you mean and mean what you say.

Fairness. Is the policy fair? Rules are fair or unfair depending on particular circumstances. In the *Tinker* case, the school board in Des Moines passed a rule against the wearing of black armbands in school to protest the war in Vietnam. But the court said where there was no disruption and therefore the rule was unfair. But in a school system where the wearing of a rebel flag caused repeated interracial fights, a rule ban-

ning the wearing of that flag was held to be reasonable and fair.

Equity. Does the rule apply equally to everyone, boys and girls, men and women, normal and handicapped alike? The reason so many hair length cases and dress codes were overthrown was that they differentiated between boys and girls or between classes of individuals. Equity is a part of substantive due process and any rule that does not apply to all on equal terms is patently unconstitutional.

Suspect classes. Does the policy set up or single out unnecessary "suspect" classes? Classes that have been termed suspect by the courts include: race, sex, religion, age, alienage, handicap. Any artificial groupings of students—such as those resulting from standardized testing—must be defended by the board; any suspect classification created by school board policy must be justified on the grounds of serving an overriding public purpose. If you can't defend it, don't attempt it.

Procedure. How are students or employees violating school board policy to be punished? If there is no spelled-out

due process procedure mentioned in the policy, the rule may be fair and equitable, but fail to hold up in court. Reason: You failed to offer offenders their constitutional due process rights.

Documentation. How is documentary evidence to be collected, and by whom? Who will prosecute offenders? What kind of evidence is necessary to enforce policy? Will opinions be introduced as evidence? The policy should contain the caveat, "as demonstrated by the following evidence: . . ." and then spell out what is necessary to implement the policy. And, incidentally, the board should have a policy that tells teachers, principals and others how to gather evidence. Most school board policies do not include this, but it's vital.

Appeal. Where does someone bring a complaint and what is the line of administrative machinery through which a complaint must be processed? Is the school board the final authority? From the board's ruling, where does one appeal? Does a complainant have right to legal counsel? If he cannot afford same, does the board furnish counsel? And what are the limits to which the board will go in defending a complainant's right to complain? All this should be clearly spelled out in school board policy.

Grievances. Can students file grievances? How? What are the steps in the grievance machinery for teachers or other employees? Can a grievant appeal a ruling from the school board? Must a grievant exhaust all administrative remedies before resorting to the courts?

Adversary procedure. How formal will the school board's adversary procedure be? If the school board is not represented by counsel, can the student or other grievant also not be represented, and will this still constitute a valid due process hearing? What is the status of the principal's *administrative* hearing? Is it *adversary*? Is the principal to protect the student's right or is he to be the prosecutor? These and many other questions ought to be spelled out in detail long before you have any reason to defend your policy in court.

This checklist is by no means exclusive—other considerations include whether personnel policy review is open to public comment, or how the sunshine law in your state applies to due process hearings. One last question: Has your school attorney reviewed the school system's policies and customs in the light of *Monell v. Department of Social Services*? □

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journal after the fact

(Continued from page 19.)

know how it is when you get one of "those" reporters on your back. The unfortunate incident concerning the suspension of the editor's son didn't help, we know, but a man can't be responsible for the acts of all his subordinates.

Mel might have ridden the whole thing out, despite this series of bad breaks, if it had not been for the bipartisan coalition to *Save Coltonville, Run Education Without Mel Smith*, which we all now know as a front for a supposedly impartial P.T.A. It is amazing what some of these people will stoop to in order to get their own way. But most of the dam-

ages have now been repaired, Mel told me during lunch, thanks to that comprehensive homeowner's insurance policy.

Well, you all know the story of the prophet in his own land, and that you will never be criticized if you don't do anything, and that every mover and shaker has his detractors. I am sure Mel has no regrets over the past. We are all going to miss you in this county, Mel, but I think we can all learn a great deal from the experiences you have had here. Come back and visit us now and then.

Our next departing member, and there is quite an interesting story behind this one, is . . .

NSBA Views

(Continued from page 43.)
special education program.

This is a reality we live with in a robust democracy served by a vibrantly free press. And it will not (and should not) be changed. But we can bridge the gap between the two widening arrows on the demography chart.

Let's start by redefining our ob-

jectives. Our aim should expand to reach learners—they come in all ages, not just the childhood years. This doesn't mean that the public schools should do the work of the colleges and universities. Rather, it's a recognition that the public schools, because of their dispersed locations throughout our local communities, are ideally suited to meet human needs of learners (and particularly the elderly) through community school centers.

The Educational Facilities Laboratories gives some practical pointers on how school facilities can be used for all the learners in an area as a community school center. E.F.L. has published two small pamphlets that are excellent starters for a serious look at the community school center.* They could bring many people of your community closer to the public schools and thus revitalize the support of significant and growing numbers of folk who, demographic facts and opinion polls show, are drifting into calamitous alienation. □

*Books 5 and 6 on community school centers, E.F.L., 850 Third Avenue, New York 10022.

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IF MINIMUM COMPETENCY TESTING WERE NOT ALREADY A HEADACHE, HERE COMES A NEW ISSUE THAT PROMISES MIGRAINES FOR SCHOOL BOARDS AND ADMINISTRATORS. What to do about minimum competency testing and handicapped students? It's a classic Catch-22 situation. If you exclude handicapped children from taking a minimum competency test, you may be sued for denial of rights. If you require tests of them, using tests given the nonhandicapped, then you may be accused of discriminatory treatment because of the bias of test items. A study by the National Association of State Directors of Special Education and the North Carolina Department of Education shows that states differ widely on the issue of competency testing and diplomas. Most states hand out regular diplomas to handicapped students, but some leave it up to the local school board to decide the types of certificates or special diplomas that may be awarded. A handful of states require handicapped students to take the regular competency tests, but others have differing evaluations or methods for assessing the achievement of handicapped children.

THE GENERAL ACCOUNTING OFFICE (G.A.O.), WHICH USUALLY TAKES A JAUNDICED VIEW OF

MOST FEDERAL EDUCATION PROGRAMS, ARGUES IN A NEW REPORT THAT PROGRAMS FOR EARLY CHILDHOOD INTERVENTION ARE WORTH THE DOLLARS SPENT. Reviewing the major research in the field, the congressional watchdog agency found that children in programs such as Head Start are less likely to be dropouts, repeaters of grades, or candidates for special education classes. They score higher on tests than do students who haven't had the early help and the advantage apparently continues over a long time. Unfortunately, the G.A.O. pointed out, only a fraction of the students who need such programs are enrolled in them. In the past, Congress has considered enacting a comprehensive child development program—a pet project of Vice President Walter F. Mondale when he was in the Senate—but the impetus for such an effort isn't strong at this time.

FINAL REGULATIONS FROM H.E.W.'S OFFICE FOR CIVIL RIGHTS ON DISCRIMINATION IN VOCATIONAL EDUCATION HAVE DROPPED THE INITIAL REQUIREMENT THAT STATE AGENCIES INVESTIGATE COMPLAINTS. It's now going to be up to the federal office to do the investigating and enforcing, although the states are required to gather information and conduct compliance reviews for the federal office. Civil rights groups backed a decentralized state agency investigative role because they say the investigators in Washington, with responsibility for the entire country, never seem to have time for more than a few probes.

IT MAY BE JUST A STATISTICAL QUIRK, BUT THERE ARE REAL DIFFERENCES IN THE PROPORTION OF SCHOOL ADMINISTRATORS IN DIFFERENT SCHOOL SYSTEMS. The annual statistical report by the National Center for Education Statistics (N.C.E.S.) shows that among the 20 largest cities, the percentage of administrative staff to total school staff ranges from a low of 2.6 percent in New Orleans and San Antonio—with Los Angeles close behind at 2.7 percent—to a high proportion of 7 percent in St. Louis and 6.3 percent in New York. The average percentage of administrative staff in city school systems is 4.7; the average for the 50 states is just about the same—4.3 percent. Although N.C.E.S. tries to get reporting systems to use the same definitions, in some cases differing staff categorization could distort the figures.

THE RANGE OF CHILDREN WHO CAN BE ENROLLED IN BILINGUAL EDUCATION PROGRAMS HAS BEEN BROADENED. A directive from the U.S. Office of Education says the programs no longer should be confined to children with limited English-speaking "ability." Those with limited English "proficiency" are now also included. The enlarged definition would encompass children unable to learn in a regular classroom because they lack skill in speaking, reading, writing and understanding English. The new rules also say the native language of students should be used only to the extent necessary to allow them to achieve competence in English and to progress effectively through the education system. The federal education office also has directed school systems to provide comparable service to children in private schools, to establish advisory councils and committees that contain

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majorities of parents of children with limited English-speaking proficiency, and to inform parents of the programs and goals.

PITY THE POOR FEDERAL EDUCATION OFFICE BUREAUCRAT WHO HAS MOVED INTO A NEW OFFICE AND HAS TO KEEP THE BIG DESK WHERE IT'S ALWAYS BEEN BECAUSE THE PHONE IS OVER ON THAT SIDE OF THE ROOM. In the past, all that was required for a change of decor was a quick call to the phone company, which resulted in a move of the phone jack and a \$30 bill for the taxpayer. The new lack of mobility of phones is due to a cost-saving policy put out by James Pickman, the deputy commissioner of education, who has become alarmed with telephone expenses. He has limited moving of phones, the number of phones and their allocation.

THE NATIONAL EDUCATION ASSOCIATION (N.E.A.) HAS DECIDED TO TAKE ON THE TESTING ESTABLISHMENT. The teacher organization went out and hired as a special counsel a former staffer of the Federal Trade Commission who was involved with an investigation of "coaching

industry," firms that prepare students for tests like the Scholastic Aptitude Test. The N.E.A. claims that the F.T.C. investigator had discovered that coaching for tests worked—which would, of course, raise serious questions about the integrity of tests. F.T.C. was resisting disclosure of the report about which the N.E.A. was making claims. As the campaign continued with N.E.A. saying that Educational Testing Service was dominating the federal education office's clearinghouse on tests, questions were being asked about the N.E.A.'s motivation. Perhaps one factor was the progress being made on teacher evaluation tests—a development N.E.A. looks at with great skepticism.

ASSESSING THE FIRST YEAR OF THE LANDMARK EDUCATION FOR ALL HANDICAPPED CHILDREN ACT, THE BUREAU OF EDUCATION FOR THE HANDICAPPED FOUND A MIXED BAG. Hundreds of thousands more children are now being served with special programs, but as many as two million still don't get the help they need. In addition, with the greater demand created by the federal law, 85,000 more special education teachers are expected to be needed in the next two years, but colleges are only turning out about half that number. □

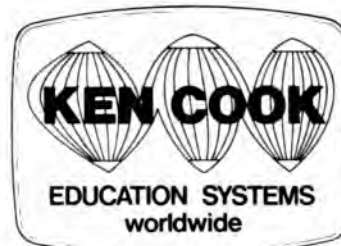
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Query: Why do board members run for office?

In the upcoming July issue, John Marlow takes a look at why school board members run for office. In general, the board members he talked to were dedicated public servants, but almost all admitted that they knew selected school board members who first sought public office for some type of personal gain or satisfaction.

Our question for this month's *Ballot Box* involves this underside of school board service. Specifically, we're asking for your answer to this: "Aside from public service, why do you think your fellow school board members run for public office?" From one of the lettered choices listed in the subsequent paragraphs, select the answer that most closely reflects your opinion and circle the corresponding number on the postage-paid card facing page 34. Please select one answer, but add your comments in the space provided on the card. Results of your voting will be reported in the August JOURNAL.

A. Financial gain. Whether they be lawyers, dentists, doctors or insurance salesmen, school board members hope to gain exposure and enlarge their business prospects by serving on boards of education. Being a school board member may not mean a windfall of busi-

ness, but it can't hurt.

B. Political gain. Face it, school board members are frustrated politicians. From Jimmy Carter down to the person sitting on your right at those interminable meetings, school board members run somehow hoping to get picked for some higher office. It may not be a compulsive urge, but ask a school board member to run for a higher public office and most times the answer will be yes.

C. Personal or political causes. Lurking behind the back of most every school board member is an ax waiting to be ground. It may be a former P.T.A. member who ran in an effort to shake up the board, or an angry parent whose

child didn't make the football team, but most board members run for office because they have something they are upset about and want to change.

D. Ego gains. Board members running for office are seeking someplace to air their own wonderful views. It's fun to see one's image on television or to have one's opinions printed in the paper. In short, board members run for office because they want to feel important.

E. For education gains. Serving on school boards is a unique experience, and none of the previous answers fits better than this one: Even my worst enemy on the board serves for no other reason than to help public education.

How to vote

It's important, free and easy. And it makes your opinion count with school leaders from across the U.S. and Canada. Here's how to vote: Locate the *Ballot Box* section at the bottom of the reader reply card on page 35. Mark your choice by letter, detach the card, and drop it in the mail—we've paid the postage. You need not sign your name, but please check the appropriate box in order to identify yourself as a school board member or administrator. If you care to, write a comment or two across the ballot. We'll tally your votes and publish the collective opinions of readers on the question in the August JOURNAL.

Finding: Boards support federal wage standard

President Carter has solid support from school board members in his efforts to cut down on inflation, at least according to the findings of April's *Ballot Box* question. Thirty percent of respondents say that inflation is the nation's Number One Enemy and that they will keep school system salary increases within the President's guidelines.

An Ohio board member, who says his district will stay within the guidelines, writes: "As a small school system that is trying to manage funds wisely, we are grateful for federal guidelines—specifically because they apply to automatic step increases and benefit costs that too often are not understood by the public and are ignored by teacher negotiators." A Nebraska board member says: "I don't like Carter, but I fully support his stand on prices. We may even have to go to court to defend this position."

Twenty-seven percent of our respondents say that regardless of the President's request, the district doesn't have money to raise salaries and benefits above 7 percent. "Whether we like it or not our budget does not have money for more than a 7 percent increase," a Kansas superintendent writes. Some readers complain that while their school systems don't have the money to raise pay and benefits more than 7 percent, they believe that the guidelines may be more trouble than they are worth. "Schools can try to keep the lid on prices, but it's big union settlements that will determine if the guidelines work," a Maine board member writes.

Twenty percent of respondents say they won't obey the guidelines because those guidelines ultimately may hurt education. "It's unfair to ask educators always to take it in the neck," a board member from Oregon writes. Several

readers stated that as long as the U. S. government continues inflationary practices, no amount of restraint on the part of school boards would help.

Seven percent of readers complain that teacher union pressure would make it impossible to keep prices within the President's guidelines. "The Teamsters settlement took care of any chance we had to hold to the 7 percent guidelines," one board member says. Others call for the imposition of mandatory price and wage guidelines as the only practical way to stop inflation.

Finally, 13 percent say the program will cause more problems than it is worth: "The 'voluntary' wage and price guidelines are utter nonsense," a New York board member writes. Another New York board member complains: "I'm sure the President's 'bright' idea will cost our district an extra 1 percent—at least." □



By Hiroshi Yamashita
President
National School Boards Association

This year's challenge: *Imua* NSBA

Over the years, the National School Boards Association has gained stature in the eyes of those determined to promote high quality public education, and, as NSBA's newly elected president, I intend to keep the momentum going. Some ways to do that:

- **Task forces.** Although it can be overdone, the assembling of school board members from different areas of the country to discuss common issues and problems is vital. Resolution of problems with a minimum of wheel reinventing is a contribution NSBA can and should make. We soon will be establishing task forces to study some major concerns of school boards. Should you be asked to serve on a task force, you will be helping NSBA clarify positions on issues of concern across the country. As you learn of NSBA task forces, share your ideas with their members, with me, or with the NSBA Board of Directors. We need your help.

- **Working with the leaders of the state school boards associations.** To

ensure that NSBA remains responsive to its membership, call upon me or my fellow officers and directors to join you in your meetings and deliberations. We want to assist you as concretely as possible. For my year as president I have taken a leave without pay from my regular employment to do what I can for all of us on behalf of our nation's students, and as I get to know more of you on a personal basis, a talent bank can be developed from which we can draw, particularly in developing leaders for the school board movement.

- **Joint efforts with other organizations.** In recent years, NSBA has strengthened its working relationships with other education organizations representing administrators, teachers, state officials and parents. I intend to continue the dialogue with these organizations—to discuss policies, federal regulations and guidelines, impending projects, and new educational directions.

Additional meetings will be held between the leaderships of NSBA and the American Association of School Administrators. Our purpose is to strengthen the concept of the school

management team. Board members and administrators must work together to develop and maintain an effective school system. We may not always agree, but a regular opportunity for face-to-face disagreement and for the airing of our honest differences is likely to benefit boards and administrators alike.

- **Drawing on past presidents.** The talent bank idea I've already suggested prompts me to explore the possibilities of employing the capabilities and experiences of our past NSBA presidents. A number of them are still active board members in their home communities. They represent a significant source of talent in strengthening NSBA's work in behalf of local control of, and accountability for, our system of public education.

So much for thoughts. Now let me get to work on them. I am fortunate to be working with a fine group of officers and directors, NSBA staff members, state association leaders, the NSBA councils, conferences and forums, and all of you. Thank you for your dedication. Finally, a Hawaiian word, *imua* (ee-moo-ah). It means onward. *Imua* and *aloha*!

School demographics challenge us all

By Thomas A. Shannon
Executive Director
National School Boards Association

Demography: That's the root of today's problems with building confidence in the public schools. Webster calls it "the science of vital statistics, as of births, deaths, marriages, etc., of populations." The demographic picture of the U.S. is in the midst of profound change, and this presents a real challenge to public school people in their efforts to earn and keep the public's support of public schools.

Today's double-barreled realities of demography: (1) people are having fewer babies; and (2) more people are living into old age. Consequently, our

school enrollments are falling and the numbers of people who are most out of touch with the schools—the older generation—are rising. And the distances between the leading edges on the demography chart of these downward and upward arrows are projected to expand at an accelerating rate into the reasonably foreseeable future.

Poll after poll shows consistently that the people closest to the schools are the schools' biggest boosters. They know what's going on in their own schools and make judgments based on realistic perceptions of facts. On the other hand, people who have little or no personal contact with the schools receive their information

second-hand from the media carrying out its twin function of informing and entertaining. Since the usual is rarely entertaining, the bizarre nearly always is given center stage. People who depend upon the six o'clock television news are likely to generalize too much from isolated instances that are reported across the nation. For example, far more people know that a deranged San Diego high school student recently killed and wounded several staff members and students in an elementary school there than know about San Diego's excellent instructional program, including its model gifted-student program, sixth-grade conservation camp course, and

(Continued on page 39.)



lagniappe

M.Y.O.B. If you think the U.S. government's education surveys are nosy, consider that officials of a British school had to withdraw a downright snoop survey that the school recently delivered to parents. The questionnaires sought information on whether the parents have had sexual difficulties, a jail sentence, a change in the number of arguments with their spouses, a change in financial status, trouble with in-laws, or minor violations of the law within the past two years. Children were asked a different set of questions and the aim of the study was to compare the "stress factor" of children with the stress factor at home, according to the *Daily Telegraph* of London. Parents registered complaints, however, and school officials had to "rethink" the survey.

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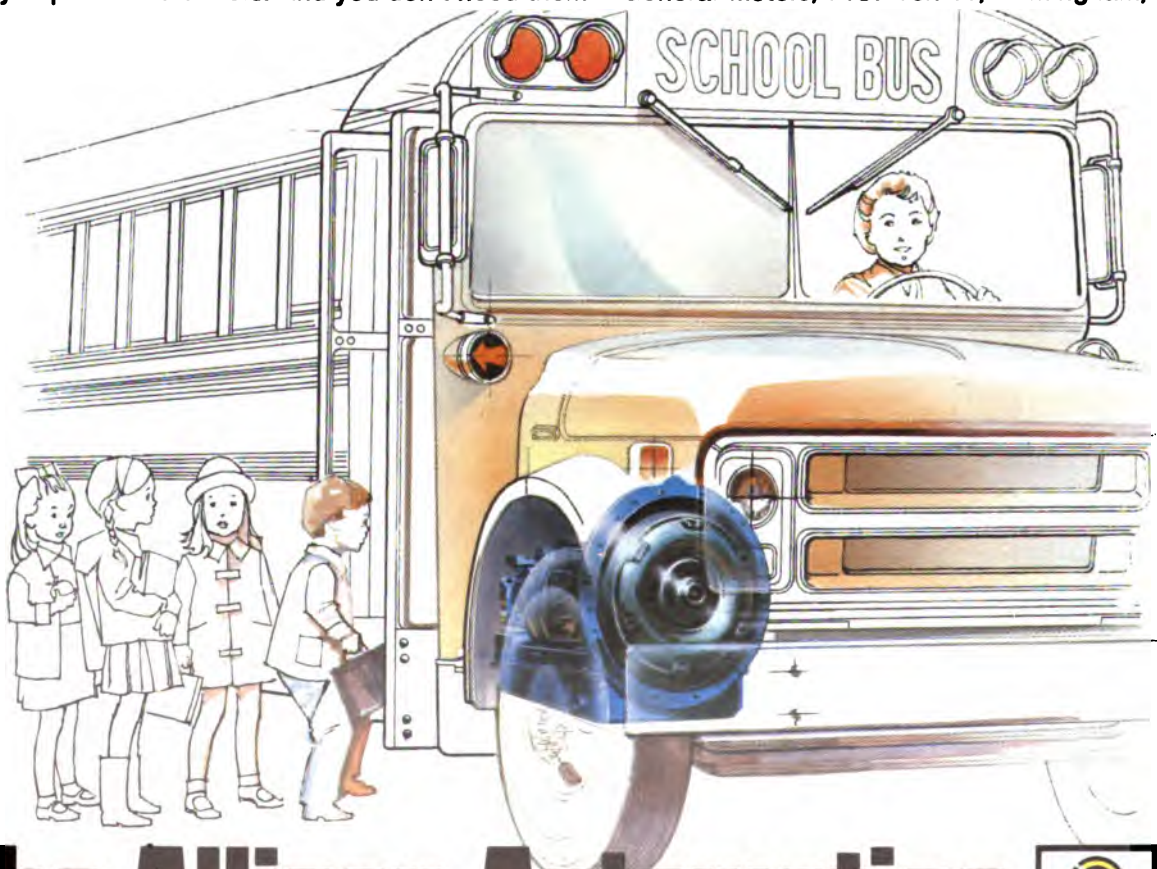
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Honest lobbying—and how you can do it

By Paul Mahany

In his time, Aristotle was very likely correct when he said that no democracy could be effective with more than about 5,000 voting citizens—in a meeting with more than that many people, no one could hear or be heard. In the United States, with millions instead of thousands to reach, we use devices ranging from newsletters to computerized mailing lists to reach and influence our fellow citizens and our legislators. Still, the gap between governed and those who govern is large. Dorothy Smith, author of *In Our Own Interest: A Handbook for the Citizen Lobbyist in State Legislatures*, says the give-and-take of lobbying is the best way to close this gap.

At its honorable best, lobbying means to take part in the construction work of legislation. Assemble your facts, Smith advises; tell your representative who you are, what you want and why, and work with him to write and pass the laws that are needed. Lobbying is somewhat more than a right, as the author sees it; it comes close to being a duty.

Smith is correct: As a part of our cherished right of free speech, honest lobbying is necessary and legitimate. In the debate over the adoption of the Constitution, its framers recalled the dismal failure of communication between the colonies and the Crown and Parliament, and wrote into the First Amendment the right of "petition for the redress of grievances." So doing, they followed Aristotle in recognizing that the exchange of ideas and information is vital to good government. Today, petition applies to individuals and organizations—to every person or group affected by the lawmaking process.

And yet, despite all the fine references

In Our Own Interest:

*A Handbook For The
Citizen Lobbyist In State Legislatures
By Dorothy Smith
131 pp. Seattle
Madrona Publishers. \$4.95
This book may be purchased
from your local bookstore
or ordered directly from:
Madrona Publishers
2116 Western Ave.
Seattle, Wash. 98121
(Enclose check for \$5.43 with
direct orders.)*

Smith includes from Athens and Philadelphia, an air of disrepute still hangs over lobbyists and their craft. But the manner in which lobbying became unsavory is not Smith's story. She doesn't rehash the familiar substance of our history books, and she doesn't even argue that lobbying is okay. Instead, she goes cheerfully ahead with her very good how-to-do-it book, which she dedicates to "all those within and without the legislature who made—and make—lobbying such fun."

Obviously an upbeat book, *In Our Own Interest* starts at the beginning of the lobbying game and assumes the reader has no prior knowledge of the craft. But Smith's rather happy, simple style doesn't ignore the important aspects of lobbying or the necessary warnings. At some points of the book, the format becomes a checklist, and appropriately so. Good bills have been lost, as she points out, because enthusiasts forgot "little things" such as filing dates. And although Smith is a working lobbyist, she includes no name dropping, no moralizing, not even much analysis; just the basic need-to-know stuff, distilled.

While this book is aimed at those who lobby state legislatures—where most of our laws are passed and where most neophyte lobbyists are likely to be work-

ing—the author has avoided generalizing her observations into uselessness. Her account of how a law is passed, for example, would apply quite well to the national Congress, and where human nature and the rules of the political game are concerned, the author's sensible and ethically solid comments transcend state lines entirely.

Throughout the book, Smith reminds the reader that although the common notion of lobbying is dominated by images of chicanery, truly successful lobbying is based on trust, integrity and knowledge. Legislators everywhere are forced to vote on all manner of things, and they hate to look stupid while doing so. To them, good advice and reliable information are priceless.

For example: In a subchapter entitled "Without Wining and Dining," Smith says effective lobbying can take place without great financial resources, and certainly without "contributions" *a la* Tongsun Park. Even influencing blocks of votes may not be crucial. Instead, a lobbyist can get results from hard work and constant attention to issues. Politics is an adversary game, as Smith says, but not all the time, and much of the citizen lobbyist's work is done on issues that aren't front-page news.

In Our Own Interest does have its limitations. The lobbyist the author has in mind more ideally represents some business or public interest group that wants to see only one or two special-interest bills through into law. She doesn't deal with the techniques employed by more broadly based and permanent organizations, nor does she delve into certain sophisticated and important aspects of lobbying: research, coalition building; membership education; the endless vigilance over the administration of laws; or the equally endless appropriations fights. But the book is what its name implies—a handbook for lobbying—and it covers the basics well. □

Paul Mahany is a special assistant in the Federal Relations Division of The National School Boards Association.

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JULY 1979

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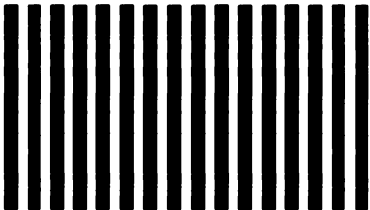
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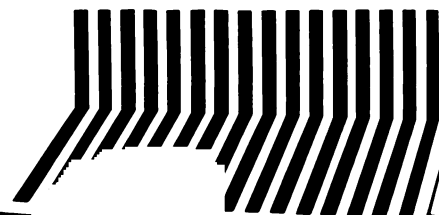
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Quick! Tell me how to buy . . .

. . . career education materials

Gone are the days when purchasing career education materials meant little more than ordering several copies of *Occupational Outlook* and an assortment of college catalogues for the school library, and hoping that your Voc Ed department would take care of the rest. The importance now put on career education—as opposed to job or college placement—has increased and is making demands on your guidance staff and budget for a wide variety of career education materials.

Buying career education materials first requires setting goals for your system's programs before you attempt to wade through a plethora of information. It may sound obvious, but the connection between setting career education goals and buying career ed materials is a crucial one. Several questions must be answered. What do you mean by career education? (General attitudes toward work? Job training? College preparation? Life planning?) Do you want to give your students information, or do you want them to learn to set their own goals and objectives? Is career education something that occurs outside of the classroom, or should its principles be applied to all learning situations? Do most of your students go to college, or do they find jobs in nearby business and industry? It's clear that the answers to these and other questions will help determine what you purchase.

Computer-based formats are a new option in career education that offer you and your students several advan-

tages over print materials. In one typical program, a student sits at a terminal and puts into the computer various bits of information regarding his personal criteria for choosing a college or career (including expected salary ranges, geographical preferences, and how much education the student can afford). The computer immediately reads out an individual program. The student who investigates college or career possibilities in this way soon learns that some desires may have to be adjusted, that additional skills or learning are required, or that many options are available. Thus the process of exploring career or college options becomes a learning experience. Some educators now say that a school is remiss if it does not offer students some exposure to the computer, and this is one way to do it. Manufacturers of these computers suggest that school operations can benefit by placing grades and attendance records on the computer, thus streamlining administrative activities.

After deciding on the format of your career education program, you will have to locate and evaluate specific materials. General considerations include: Is career education material up to date? (Are career outlook and salary data accurate? Does the publisher or producer have an established cycle for updating?) Is the material free of racial and sexual stereotyping? Does it realistically reflect the world of work? Is it available in bilingual form and at appropriate reading levels? Can it be integrated into classrooms (so that a student learns the relationship of math exercises to merchandising and other story operations)?

At a national level, there are several sources of information on career education materials, and they include:

- In 1975, Educational Products Information Exchange (EPIE, New York) published a guide, *Selection and Evaluation Tools for Career Education Materials*, which offers buying guidelines and an analysis of screened products. Each source is described (according to

goals, content and teaching-learning methods) and evaluated.

- Educators Progress Service, Inc. (Randolph, Wis.) publishes an annual directory entitled "Educators' Guide to Free Guidance Materials," that covers all media with the exception of computer-based programs. More than 2,000 titles are listed annually, and the cost of the guide is \$13.

- In addition to publishing research about career education, the Center for Research in Vocational Education (Ohio State University, Columbus) also publishes career exploration packages and curricula.

- The National Vocational Guidance Association, a division of the American Personnel and Guidance Association (Falls Church, Va.), publishes quarterly evaluations of current career ed materials. Annual subscription: \$10.

Because so much material is available, if you're trying a new approach to career education, you might consider piloting a program in one or two schools in the district. Or you might ask a producer or publisher for the names of several clients who have purchased similar programs so that you can compare notes.

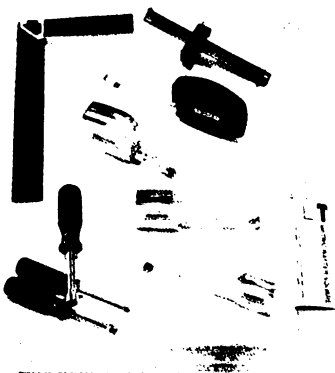
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*For valuable technical assistance in the preparation of this article, the JOURNAL is grateful to: John Dalelio, American Learning Systems, Columbus, Ga.; Dennis Palmer, Time Share, Inc., W. Hartford, Conn.; and David Elliott and Geraldine Laybourne of Educational Products Information Exchange (EPIE), New York. For more information, please check **Career Education** on the reply card facing page 38.*



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the Journal adviser what would you do if . . .

. . . regional board meetings turned into nightmares

Fifteen towns in a New England area send school board and superintendent representatives to a regional board of education, the purpose of which is to conduct programs and coordinate activities that would be impractical for individual school systems to operate. The executive director of this regional board has his own paid clerk, and all superintendents and board members have equal say in the regional board's decisions. A new school board member is asked to represent his board on the regional council—along with his superintendent and school board president.

At the first meeting this new board member attends, the executive director opens by saying: "Too many pieces of paper flow through my office that need your signatures; most are not important. Please sign a blank piece of paper and I'll have a stamp made in order to sign signatures by proxy." There is no call for discussion or even a vote—but there is voice approval from the assistant executive director, the clerk, and the chairman of the superintendent's advisory committee. The signatures are collected by the clerk.

Next on the agenda: acceptance of letters of resignation from teachers hired by the regional board. The new board member asks to see the letters of resignation but his request is refused. The council moves on to other issues but most seem to be handled in a unilateral and arbitrary manner.

The question: If you were the new school board member on this regional board, what would you do?

A. Resign from the regional board and tell my peers—local school board members—to send someone else to these meetings.

B. Notify the state board of education. Because some of the actions taken by the board seem questionable, it's reasonable to call in experts from the state capital.

C. Find other members who are opposed to the way these meetings are operated, join forces, and call the local newspaper with the story.

D. Attempt to change the way the regional board operates. Look up the board's policies and ask tough questions.

FOR THE ANSWER, TURN THE PAGE UPSIDE DOWN.

ADVICE FOR THE ASKING

If you are plagued with a prickly problem of school board membership or administration, throw it in the lap of the JOURNAL's cadre of consultants known collectively as The Journal Adviser. We'll change the names of persons and places. Then, we'll share the problem *and* its suggested solution with our readers. Write: The Journal Adviser, The American School Board Journal, 1055 Thomas Jefferson St. N.W., Washington, D.C. 20007.

THE ANSWER: D. Things sound fishy on this regional board, all right, but before any action can be taken—including resigning—the school board member should ask some tough questions. The first step is to hunt up and read the charter or policies of the regional council; determine its powers, limitations, and especially the role of the executive director. Armed with that information, the board member then can make a more accurate judgment of the behavior of the regional council. If the council and executive director are coming into conflict with the charter or the policy governing its actions, this conflict should be pointed out. But once pointed out, if these actions continue, then other steps are necessary—up to and including a call to the state board of education. And, of course, a board member should never turn over his signature—to anyone.

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Board can't spend to defeat tax cut

School systems should be careful how they spend public funds, according to M. Chester Nolte, a frequent contributor to this magazine. Nolte writes:

A federal district court judge in Denver created some red faces on the school board last fall when he ruled that the school board was illegally spending taxpayers' funds by using the school system's money and facilities in an effort to defeat a Proposition 13-type amendment to the state constitution.

The problem cropped up when it was announced that an official ballot was to be presented to the voters in Colorado last November that would have cut into the authority of school boards—and other state governmental units—to spend tax funds. The proposal was placed on the November ballot after the supporters circulated a statewide petition and gained the required number of signatures.

In late October the Denver school board met and examined the amendment proposal and decided that it was opposed to such a measure. The board first adopted an official resolution opposing the amendment, and then followed up by giving permission to distribute anti-amendment campaign literature to school district employees and to use school supplies, facilities, telephones and funds to defeat the proposal. The board further authorized the free use of school space at a local high school for a committee opposing the amendment, and provided that no more than \$2,000 in school district funds could be spent in the effort to defeat the amendment.

Two days later a group that supported the tax limitation amendment

went to court and received a temporary injunction to block the board's actions. Later the court made the injunction permanent.

The school board took its action apparently under the guise of a state law that allows state agencies and political subdivisions to make contributions to campaigns involving issues "in which they have official concern." But the court held that a school board trying to defeat an amendment on a statewide ballot did not fit under this law.

"A special bond election is an illustration of a campaign involving 'only issues in which the board has an official concern,'" said the court. "A proposed amendment to the state constitution on a general election ballot is not such a matter." While the judge said that the amendment would, no doubt, affect the board's power to raise and spend tax money, he also pointed out that "to consider such a fundamental change [passage of the amendment] to be a matter of the concern of a single unit of government is to distort the relationship of government agencies to the people who are served by them." The judge

further pointed out that increasing or decreasing the power of school boards to raise and spend money was not for the board to decide but was a matter that rests with the state legislature.

In his decision the judge pointed out that the money the school board was about to spend belonged equally to the proponents and opponents of the proposition, and the use of funds to persuade voters that only one side of the issue has merit gives the amendment's supporters cause for complaint.

"A use of the power of publicly owned resources to propagandize against a proposal made and supported by a significant number of those who are taxed to pay for such resources is an abridgement of [First Amendment] freedoms," the court stated, adding: "The public has a right to approve or disapprove the proposal without the partisan participation of the school board."

But the story has a happy ending. When the voters went to the polls last November, apparently a number agreed with the school board's position and voted almost two-to-one against the amendment.

Principal: Foul fine is fair

A lot of principals are fed up with the foul language they're hearing from the mouths of babes, but there is at least one elementary school principal who's decided to do something about it.

Camay Brooks, principal of Ashlawn Elementary School in Arlington, Va., has instituted a program to help rid her

school of gutter talk: Kids who use foul language now are subject to fines. A teacher or other responsible adult may report any child who is a persistent offender, but children may not report each other. The child first is given a warning: a note that is sent home to be signed by his parents. If the warning

alone doesn't take care of the problem, the child then is subject to a fine as high as \$5.

Parents were informed of the anti-foul-mouth procedure in a small item in the school newsletter. Students learned of the new system through talks that Brooks made to all of the fourth through sixth grade classes.

Brooks reports that at the first P.T.A. meeting following the announcement of the language clean-up program, there were several parents who protested that the procedure was an infringement of student rights. Brooks firmly explained that the language used in the school fell within her domain and that she "sincerely hoped that fines would not have to be imposed." Her explanation was good enough for the P.T.A. executive board, which voted to support Brooks's program.

So far, however, Brooks says that no

fines have been imposed: "From the time the program was first announced to the students, the use of foul language dropped immensely." There have been, however, several warnings sent home to parents who, Brooks says, have been "very cooperative."

If and when fines do occur, Brooks says they "will be flexible and within the child's earning capacity. If a child is fined, he will be given the option of working it off or paying it."

If Brooks's program works, what will be the lesson her students learn? That cursing isn't polite or civilized? That it won't be tolerated at school—even though it may be standard language at home? Or that money talks—loud enough, it seems, to pay for swearing?

While her method may be subject to question, Principal Brooks is making one hell of a stand for the promotion of civilized discourse.

IS THERE A BOMB IN YOUR SCHOOL ?

Use time as a scarce resource

Our correspondent Stanton Leggett, an education consultant, writes to remind us:

As education dollars shrink, school officials are forced to make do with the resources they have on hand. Maybe that's not such a disastrous situation. Example: Through creative use of time—a resource that is renewed with each new school day—the quality of education can be improved.

In his book *Human Characteristics & School Learning*, Benjamin Bloom says that the major differences among the learning abilities of children is the *speed* with which they learn. He says that the *rate* of learning has no relation to a student's *power* of learning and thinking, or to a student's ability to master a given subject. Bloom suggests that individual differences in the speed of student learning would disappear if schools changed the way instruction is organized. According to Bloom, schools should establish teaching methods that give students more time when they *start* to learn a series of tasks; should provide extra time for those who need it, along with extra help and encouragement; and should insist that students master initial tasks before going on to other tasks.

Given this approach to learning, Bloom contends that a very large percentage of the school population, perhaps as high as 85-90 percent, can

master whatever is reasonably expected of them.

If Bloom is right, a school system that successfully modified its current program to reflect the proper role of time in learning could help students meet their educational goals.

But one fact is evident to most board members and administrators: Time in schools is a scarce resource. It will take all the tools of good management and careful decisionmaking to squeeze the important extra minutes out of each school day, and the cost of making changes to free up time must be assessed carefully. But if finding extra time is what you are after, here are some examples of where to start looking.

1. By examining the teacher's contract and looking at daily teacher duties, school administrators should be able to determine how much—or how little—extra time a teacher has available. Once the "free" time has been defined, however, it's the job of administrators to see that it is put to use.

2. Administrators must estimate the amount of teacher time required to implement any proposed change in the instruction program. During any period of curriculum innovation, the greatest burden is borne by the teacher who must learn new procedures, plan new approaches, and develop new materials. Because this planning is critical, further

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shifts in teacher work loads then may be required.

3. You can easily free up a certain amount of staff time by reducing extraneous chores—announcements, shifting equipment and students around the building unnecessarily, and extra-curricular activities that do not con-

tribute to the instructional program. As one school system has discovered, students suffer when these activities erode time meant for instruction. (See *Your students might be spending only half of the school day receiving instruction*, JOURNAL, March 1979.)

4. School boards and central administration staff are equally guilty of wasting the time of teachers, department heads and principals. Some board members will avoid decisionmaking by asking for volumes of detailed data, for example. When time and energy are scarce, unchecked demands for teachers and principals to produce facts, figures and reports for all possible contingencies eventually takes away from classroom learning time.

As a first step in attacking the problem, school boards and administrators should mull over their own requests for information; in many cases the apparent need for the extra data will disappear.

Next, school systems should plan and develop an information system that will produce only significant or necessary data. Review the number of reports that your staff and teachers routinely prepare. Many of these reports overlap, some can be combined, and other reports are seldom used and can be eliminated. Careful study of the amount of time required of teachers and staff to produce information will help reduce unnecessary work and free teachers to use their time more profitably.

Survival skills for superintendents of the 1980s

Robert Maidment, professor of educational planning at the College of William and Mary, and author of *Robert's Rules of Disorder—A Guide to Mismanagement*, sends us the following wisdom:

Ask the public what it wants from its school leaders and the list likely will sound like a Scout oath: dependability, courage, resourcefulness, preparation, honesty. But if you ask a dependable, courageous, honest, resourceful, and prepared superintendent or principal why he lost his job, more often than not he will tell you: "It was a matter of style."

Like it or not, what board members, teachers and students always want from educational managers is *more*. But before we get bogged down in pessimism, let's examine what it takes for the school administrator to be more things to more people.

In addition to the Scout characteristics mentioned earlier, the "ideal" administrator must carry out a vigorous quest for open, caring, responsive and supportive and quality education. The perfect school manager will display certain leadership traits, six of which I'll discuss here:

Flexibility. Successful school officials never have prevailed or endured without a certain amount of tolerance for ambiguity and uncertainty. Vagueness has pervaded our entire culture. A mother selecting a toy for her preschooler asks the clerk, "Isn't this toy rather complicated for a four-year-old?" The clerk

responds: "Not at all. The toy is designed to help a child adjust to his environment. No matter how it's put together, it's wrong."

Keep in mind that the flexibility of which I speak is *not* chronic vacillation, nor is it an invitation to succumb to the "if-it-works-it-must-be-O.K." dictum of the pragmatist. Flexibility enables an administrator to select an appropriate behavior from among several options. What flexibility boils down to is the ability to make the right choice at the right time. As Leo Durocher said about managing a baseball team: Some players need a pat on the back, others a kick in the behind, and others need both at the same time. Deciding which action is appropriate at the right time is the essence of flexibility.

Spontaneity. To survive professionally as well as personally, the education leader should possess a strong desire and appropriate skills for continued growth. We either are growing or deteriorating—and neither is a function of age. Some school leaders are young at 70; others are fossils at 40.

Whether growth means seeking new training, more education, adopting a hobby or learning a new skill, for leaders to understand important trends in this fast-paced world, growth is essential. We grow in at least three ways: heavier, older and sometimes wiser. Successful school managers should grow in a fourth way: beyond the self-imposed constraints that restrict vision and prevent spontaneity.

Versatility. Modern education demands that school administrators have a balanced blend of conceptual, technical and interpersonal skills. Simply having a happy faculty—or keeping a faculty happy—will no longer assure job security. More than ever, an administrator is called on to be the friendly helper, the objective thinker and the tough battler—all at once. School people, like most others, strive to obtain friends, influence and success. But if one or two of these traits dominate, the school leader will be less effective.

Precision. Increasingly, school board members, administrators and superintendents need to develop precision in the use of words and numbers. And let's admit now that clear writing, speaking and thinking are rare in our chosen field. If an educator were to rewrite *What Makes Sammy Run?*, the predictable title would be "Motivational Research on Sammy's Motion Potential." The rapid spread of this kind of talk is abominable. William James wrote: "If you can't explain what you are doing to an eight year old, you're probably a charlatan." And even if you're not, if your language is fuzzy you're probably being perceived as one.

Inventiveness. Takashi Ishihara, president of the Nissan Motor Company, has noted, "The first step in the creative process should be to resist the temptation to imitate."

If M.B.O. (management by objectives) were the call letters of the 1970s, a

(Continued on page 37)

Enlightenment sweeps Rhode Island, maybe

In the best news since the discovery of polyunsaturated ghee, officials of the Transcendental Meditation program released figures claiming that the state of Rhode Island has reached unprecedented heights of cosmic consciousness. Three hundred professional meditators—or governors of the age of enlightenment, as they prefer to be called—converged on the Ocean State last summer, according to a report in the *Washington Post*. The “enlightenment governors” offer the following as evidence of how they meditated away the state’s cares (these are government figures comparing summer 1977 with summer 1978):

- Murder—down 49 percent.
- Suicide—down 41 percent.
- Traffic fatalities—down 54 percent.
- Unemployment—down 26.1 percent.
- Beer sales—down 9 percent.
- Cigarette sales—down 1.6 percent.
- Aggravated assault—down approximately 22 percent.
- Auto theft—down 11 percent.
- Cirrhosis of the liver—down more than 26 percent.
- Marriage—up 7.1 percent.

“With just a handful of people we allowed Rhode Island to have a dusting of orderliness and coherence,” Providence T.M. Chairman Al Constantineau told the *Post*. “We were able to turn the trend of time for the whole society from problems and negativity to harmony and progress.”

A skeptical Brown University professor pooh-poohed the claims: “This is an isolated period in a small state subject to random fluctuations because of the small population,” said J. Allen Whitt, assistant professor of sociology. “I’d be very surprised if their claims are true.”

Constantineau says T.M. is the most cost-effective way to solve problems, and he plans to ask Sen. Edward Kennedy (D.-Mass.) to include T.M. in Kennedy’s national health insurance proposal.

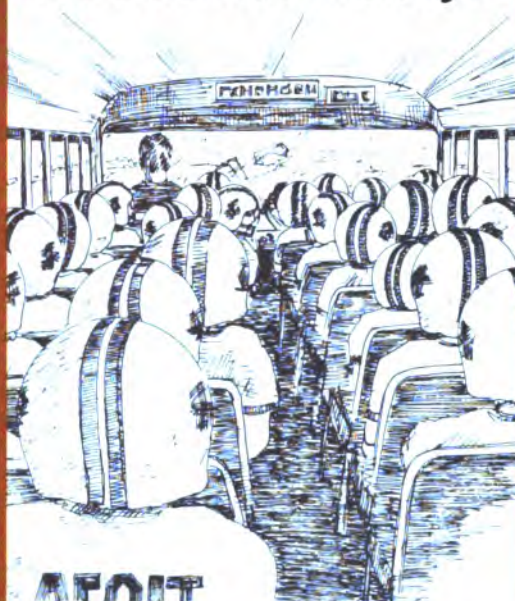
The program last summer in Rhode Island was part of what T.M. officials call “the ideal society campaign.” They say that clusters of governors of the age of enlightenment can help solve society’s ills and that statistics from Rhode Island last summer prove it.

In our April *Journal after the fact* section (*Department of Education—here we go again*), we used the following sentence: “One major political problem for backers of the proposed Department of Education is the widespread perception that it’s ‘just another pelt to hang on the wall’ for Carter and the National Education Association, according to N.E.A.’s Howard Carroll.” That information did not come from Mr. Carroll and should not have been attributed to him. Our apologies.

JULY 1979

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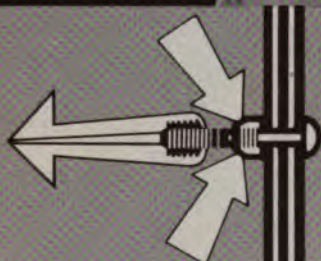
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One man's opinion: Why you run for school board office

By John Marlowe

While I was flying in an airplane a few years back, an engine failed, forcing an emergency landing. Luckily, I survived and for my troubles I was given a first-class seat on the next leg of the flight. To make us forget about our brush with a sudden stop, the flight attendants wickedly plied us with booze. I fell in with bad company: a hard-drinking school board member from somewhere near Chicago.

By the time we touched down at O'Hare, not only were we longtime friends, we also had solved every educational problem in the book. My drinking partner impressed me as he talked of his commitment to his community, his concern for schools, his love for his family.

In the light of the next morning our buoyant conversation seemed alcohol inspired. Now, however, I think of him as I seek an answer to this question: *Why in the world do sane people serve on school boards?* He claimed his school board service came from old-fashioned altruism, a desire to give of himself, to make the room a little neater and cleaner than when he entered. He was selling that second oldest of fine commodities—truth, and I wasn't buying. At least not then.

Over the years many writers before me have asked why people choose to serve on school boards, but this time around, I gave no survey, polled no multitudes, scanned no public records; I simply talked with board members across the land. From coast to coast. Urban and suburban. Urbane and suburbane. Rural outposts and industrial centers. Now I was sober—and I was impressed.

As a writer brought up in the tradi-

tion of B movies and *The Harper Valley P.T.A.*, when I thought of school boards I dreamed of finding under-the-table deals and rampant chicanery; I dreamed I would expose to the innocent public the evil underside of the respectable school board facade.

I may not win an award for intensive research, but I talked with enough people to shake these prejudices. I

talked with enough to discover that you board members are not a bad lot—as people go—and that you contribute your time for the benefit of us all.

My survey was simple: I asked school board members why they ran for office, and I placed the answers and answerers into five rough, overlapping categories: (1) People who seek financial gains, (2) people who seek political gains, (3)



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DO NOT NECESSARILY REFLECT POSITIONS OF THE NATIONAL SCHOOL BOARDS ASSOCIATION.

Lemmings?

people who are pushed to serve for personal, social or political causes, (4) people who seek ego gains, (5) people who serve for the good of their schools and community.

While the categories are not mutually exclusive, I'd like to examine each in order of ascending importance, starting with economics, or board service for business advancement.

A few of the people I interviewed said they were familiar with board members who were glad-handing insurance salesmen, or publicity-seeking realtors, but no one pointed to themselves—it always was the other guy. The only specific example I could come up with was a man who received a better civil service job because of involvement on a board. Even this was, according to my source, a fluke, a happenstance, a fortunate turn of events that was not the basis for the person in question taking on the responsibility of board membership. I write about it here not because it was a significant factor, but only because a few people mentioned it, and to leave it out would only invite complaints of oversight.

Frankly, I discovered it would take a foolish or desperate business person to invest time in service on a school board. It's like a friend said about my writing: If I spent all my typewriter time picking fruit, I'd be a rich man today. There are many more lucrative ways to spend time than sitting in public meetings on chilly stages while the family is home watching television and people in the audience are calling you names. If dollars are the aim, a good business person can spend his or her time much more productively elsewhere; a poor business person most likely can't get organized enough to get elected.

Next, political ambition—like business—is occasionally cited as a reason for walking onto the school board stage; two schools of thought vie over the political value of being on a school board. Some remember all of the good it did for Willy Stark, the character from *All the King's Men* (based on the life of Huey Long). Stark and others discovered that school board membership is a good platform for histrionics and high profile. Others believe that it is the political kiss of death *second only to being caught in a clutch*

with the local burley-queen. The latter camp holds that the only thing you make on a school board is enemies. Every choice is wrong to too many people; you systematically alienate a significant section of the population who come to vote against you while others are dormant.

Bob Jett, a former superintendent who once was very active in politics, says that since public pressure is intense and the public mood so fickle, negative publicity far outweighs the good. And Arthur Thomas, who serves on a school board in the Bronx, says that very few people use boards for political advancement in New York. Instead, the politically ambitious get involved in party clubs and organizations.

In short, most board members find that a school board is one limp springboard into the pool of successful big-time politics.

The third of the five groups includes those people who are not pushed by their own desire for political or financial gain, but are hustled into running for school board positions by other folks with moral, political, economic or personal axes to grind.

Usually in these cases, the potential board members gained fame by lobbying for particular causes and then were pressed to run for the board by other people interested in the same issues. These single-issue candidates quickly learn they have to deal with complex matters that go beyond the rhetoric of the single topic that got them on the board in the first place.

Jess Green is a board member in Pearl River, N.Y., a small suburb of New York City. He's found that single-issue candidates usually don't have the stamina to stay on a board throughout the rough ride of a full term. If they do, however, in Green's opinion, these single issue people often turn into excellent board members.

Typical of this latter group is Arthur Thomas, a black school board member who says, "You won't believe this . . ." (I did.) ". . . but even if I'm selfish and look out for my own group's interest sometimes, I care about the education of all the children."

Yaya D. Martinez of the East Side District in San Jose, Calif., ran for office to represent Mexican Americans, and to provide a role model and moral support for Chicano students. But she finds that the financial restraints of Proposition 13 and state control have just about wiped out all of the good

work she hoped to accomplish.

The issues that force people to run for office are the stuff of which the six o'clock news is made: Support for underpaid teachers; opposition to overpaid teachers; support for suffering taxpayers; support for quality education; endorsement of a minority; barely concealed hatred for a minority.

A lot of people I talked to were against something; that something usually was the incumbent board. One woman told me she ran for office because members of the previous board had no children in public school, and that the incumbent board members were not aware of the needs of the schools, and that they used their offices to help their friends and relatives in school-related jobs. Other people in the neighborhood agreed and urged her to run to help end these problems.

Louis Longarzo, a school board member from the Bronx, says he chose to run, because, among other reasons, he wanted to show how senior citizens can play an active role in community life.

But this kind of motivation is not always easy to spot. Longarzo went on to say that although he received his greatest support from the Catholic church in the Bronx, he didn't primarily run to represent the church, rather he ran to make a point about the contributions of older citizens.

Like Martinez (who was told by Mexican Americans in her community, "You are the best to represent us"), most board members I interviewed said that other folks pushed them to throw their hats in the ring. A typical example is Pat Bardellini from Walnut Creek, Calif.: "I never considered running until a group of parents came from one of the high schools and sat here in my front room and talked me into it. They told me how great I'd be and I must confess the flattery got to me."

John Kidder of San Francisco was approached by representatives of labor unions and as he tells it: "I was the person the labor faction chose to represent the labor point of view. At first I refused; I was busy with other things and I wasn't quite ready to start my political career. But when they came back a month later and said I was still the only one they could find, I jokingly said that I would run, but only if I could run as an incumbent.

"They said they'd see what they could do and it wasn't too long before the then-current labor representative on the



board resigned and the mayor appointed me to fill in. A few months later I ran as an incumbent and won a seat."

The amount of pushing, prodding or encouraging that a candidate suffers can vary from the organized high-pressure style just mentioned to the kind I heard about in a mountain town. A bunch of ranchers were lifting a few, and as the night wore on one of the drinking buddies began to look more and more like a respectable school board member. With each additional beer, he looked just the right shape to fill the empty seat. They talked him into running. Unlike the rest of his cronies, he remembered all about it the next day and filed the necessary papers. And won the ensuing election.

Among a fourth group of board members, some kind of hoped-for ego satisfaction often is given as a reason for running. A number of board members told me that the spotlight is disarmingly warm and comfortable—before it gets too hot.

Board members, like most people, enjoy sitting at the head of civic tables, reading about themselves in newspapers, and seeing themselves on television dispensing words of wisdom. As board member Mary Stark of Auburn, Calif., put it: "I like a position where my decisions matter. It's great making a

public stand for what I believe in."

Others find constant pleasure in making difficult decisions that fall into place like dominoes. This is one of the most enticing aspects of the job. Many people say they take real pride in their accomplishments: building a new school in Arizona, reducing class sizes in Michigan, hiring a new superintendent in San Francisco.

Pat Bardellini expanded on the satisfaction of *stopping* the buck, saying that most American agencies cannot function without intelligent people in charge. She agrees with George Counts who wrote in 1927 that the quality of education depends on "... the good will, courage and the intelligence of the board members." The people seeking office all apparently agree that they fit the bill, and they look forward to using this attribute in the public forum.

Finally, what seems to prod board members to run for office is the genuine belief that they and their colleagues are performing an important civic function. In short, they are "doing good" for their community. In an age when double-dealing is expected, I found many board members to be sincere civic-minded folks.

Perhaps the most dramatic statement of this unexpected bent was made by John Kidder, who said it's all "... right out of American Civics in high school. I cherish public participation, and an open decision making process. It's a sacred trust, a real honor."

Holy Cow!

When my wife and I bought a piece of property as an investment, I had to say with some self-mockery, "I guess I have to take back all of the nasty things I said about Ronald Reagan." Guy Blackburn from Pontiac, Mich., said much the same thing about serving on a school board: "When I was a teacher, I saw board members as a rogue's gallery, a power-elite group of penny pinchers who had only one task: keep schools poor to save tax dollars. Since I've become a board member, one of two things has happened; they've changed or I have. The people I work with are concerned about education. I don't always agree with them, but they're willing to ask for money and they're frustrated by the lack of it."

Another board member was a bit more vague, but stated she found great satisfaction in contributing "something." Although she treaded conversational water, it was in no way due to a lack of sincerity. It was, I came to be-

lieve and verify on a limited scale with these interviews, a statement true of most of the board members with whom I talked.

This vagueness, this desire to contribute "something," could be the greatest strength and greatest weakness of the group. The good will of school board members I talked to is pitted against a backdrop of legal constraints, declining enrollment, financial mazes and procedural paradoxes. Board action gets sticky and goodwill bogs down in the face of threats, demonstrations, confrontations, unbalanced budgets, unpopular decisions and unfair criticism.

Yaya Martinez, who hoped to help the minorities in her district, says she now is so frustrated by the constant financial reverses that she may not run again. What little gains she has made are being eroded by chronic lack of funds and stifling state decisions that render local control aimless. She is typical of the board member who hoped to help and now believes that perhaps she didn't make it.

But like the old gray goose that Pete Seeger used to sing about, people keep on going, they keep on trying. "I just finished my Ph.D. and I had a lot of energy and ego to invest," Blackburn explains. "My job didn't absorb all of it, so I ran for school board because the schools were in such dire need. It was a place to do some good. I work with people who, to be sure, dominate and control according to their own values, but these people are basically there to make improvements. Even when the payoff is zero."

Or as a member of city council said to me about his cousins on school boards: "Most people are satisfied with 'doing good.' They haven't got much choice. There's not much left besides that."

Mary Stark says that the people she works with are basically honest; they want to help their communities. She further describes other members—many of whom, she readily admits, she doesn't vote with—as bright, intelligent and altruistic.

And she had the well-grounded temerity to include herself in that assessment. She sees many more positive aspects to her school board work than she sees negative. She ran hoping to make positive change in the institutions for which she would be responsible, and she seems to be making them.

Marcia Schneider, of the Bronx, was actively involved in the parents' as-

(Continued on page 37)

School based management: Improve education by giving parents,

By Barbara Parker

IT HAS been touted as the salvation of public education; still, many school boards are scared of it. Some superintendents are wary of it. Principals are hesitant about it, and teachers aren't so sure about it, either. The truth: Most people don't understand it. What *it* is is school based management (s.b.m.).

In practice, school based management goes by several names—shared governance, responsible autonomy, school site management, decentralized management—but whatever it's called, the basic philosophy is this: *a return of decision making to the local school level*. Superintendents, principals, board members and teachers who are familiar with the process tout it as the salvation of public education. Whatever name it goes by, it works like this:

The backbone of s.b.m. is decentralization. With this in mind, the first major problem, according to school based management experts, is how much or how little decision making is to be passed down to the local school building level—and how much is to be retained in the central office. There are no pat formulas for solving this dilemma because, like most s.b.m. challenges, those are decisions to be made by *everyone* involved in its implementation.

Carl Marburger of the National Committee for Citizens in Education (N.C.C.E.) says that decentralization of a school system can be accomplished in one of two ways: either politically or administratively. Administrative decentralization is marked by moving authority for certain functions (such as budget, personnel, curriculum) from the central office to the local building level. The school, in effect, replaces the central office as the basic unit of management. Political decentralization, on the other hand, means changing the distribution of power. The decision-making powers that formerly were the domain of school boards, district superin-

tendents and central district staff are shifted and shared with principals, teachers, parents and students. Marburger adds: "Only when the school board and superintendent are willing to shift this power can school based management really work."

Marburger and other s.b.m. experts point out that sharing this power works to the advantage of school boards. Reason: Through s.b.m. the total school system becomes more accountable and those at the top can get more results.

Oron South, a professor of education at Florida State University (Tallahassee) and a consultant for several school districts in Florida that have adopted s.b.m., says, "For board members, s.b.m. gives them a greater sense of power—not so much to order people around, but finally to get something done."

School based management stresses *results*—something the public's been clamoring for long and loudly—and does so by giving the public a voice as well as a responsibility for assuring that those results are attained. James Longstreth, a former administrator who is professor of education at the University of Florida (Gainesville) and who has developed a guidebook on s.b.m. for the National Urban Coalition, says: "School based management provides a better balance between school, parents and the community. What s.b.m. does, in effect, is to bring the consumers of education onto the 'board of directors.' It gives parents an opportunity to be effective by providing them with a chance to get involved in the decision-making process."

Within the s.b.m. framework set by the board and central office administrators, the principal, faculty, parents and students have an opportunity to model their school to best fit their needs. In short, it's the true return to the neighborhood school concept. For example, in a school operating under the s.b.m. philosophy, the principal may be chosen in one of two ways. Carl Marburger explains: "The school council, composed of faculty, students and parent representatives, may choose a principal

by either a 'trickle-down' or 'trickle-up' approach. In the first, the school board interviews applicants and chooses three or four who are then sent to the school council for final interviews. From those three or four, the council chooses the new administrator. In the 'trickle-up' approach, the council interviews all of the candidates and chooses the top three or four who then are interviewed by the board—and the board has the final say."

The way to choose principals is only one of many decisions that face any school system that goes the s.b.m. route. Perhaps the most difficult decision a system faces is deciding which things are to be controlled at the local building level and which powers are to be retained by the central office staff. And it's those kinds of decisions that—at least initially—are most threatening to school board members and superintendents. James Longstreth explains: "s.b.m. is a frame of mind more than anything else. The major change that school board members have to make is a shift from the idea of *bossing* a district to *managing* a district. Instead of a board and superintendent making decisions about every detail in a school system, the task becomes setting clear, concise directions for a system to follow. School boards have to shift their thinking to allow schools and principals to become accountable for the decisions they make."

Larry Pierce, professor of education at the University of Oregon, says this shift may help "de-bureaucratize" education. "In s.b.m., the school replaces the central office as the basic unit of educational management. The decision-making powers that formerly were the domain of state education departments, district school boards, district superintendents and central district staff are shifted and shared with principals, teachers, parents and students." Pierce continues: "Too frequently, decisions about what goes on in the classroom are made by people remote from teachers and students."

By returning many decisions to the local school, s.b.m. proponents say that

Barbara Parker is an associate editor of the JOURNAL.

principals more control of your schools

the people who make the decisions are the ones who know the real problems of education and who must live with the full consequences of their decisions.

Five years ago, s.b.m. was instituted in the Salt Lake City, Utah, schools. M. Donald Thomas, who is superintendent there, is an outright proponent of s.b.m. and claims: "School based management is the best thing that ever happened to public education." But one of Salt Lake's principals, Jun Oneke, admits an initial hesitancy over the proposal to share power with others involved in the local school: "I felt threatened by the system because I could no longer make decisions on my own."

In Salt Lake City's version of s.b.m., each school has an improvement council made up of teachers and administrators as well as a community council comprising the school principal and parents. Together the two groups establish the schedule for the school year, make policy, set disciplinary standards, and manipulate the school budget in whatever way they see fit. They may decide to put the bulk of the budget into textbooks or field trips or equipment—or even to put some aside for the next year's program. The councils operate within state law and general school board policy, but otherwise are free to create whatever kind of school seems best for them. One council, for example, has chosen a back to basics approach to learning and teaching, while others have opted for open classrooms,

modular scheduling or advanced placement classes.

Oneke says initially this system intimidated him because "suddenly I had to go through two groups before a final decision could be reached. I used to make those decisions myself, so it took me awhile to get used to that, but now I find it is an advantage. If a parent calls me to complain about a decision, now I can say, 'Look, all of us made the decision. We had a discussion and here are our reasons for making the decision. Why didn't you come and help us?'"

Florida Professor Oron South says that principals who aren't intimidated at first by s.b.m. react to the approach by saying, "Wow, more freedom." South adds that what principals may not realize is that with more freedom from s.b.m. comes additional responsibility as well as accountability. South adds: "There is a helluva high trust factor involved in making s.b.m. work; if local school principals don't trust the superintendent and the board, it won't work."

If s.b.m. is to work, the job for superintendents and board members goes a step beyond trust. It means not only that they have to trust principals, but also that they have to give principals—just as principals have to give teachers—freedom, responsibility and accountability. One superintendent put it this way: "It's like a parent-child relationship: You labor long and hard to train a child, but then the time comes

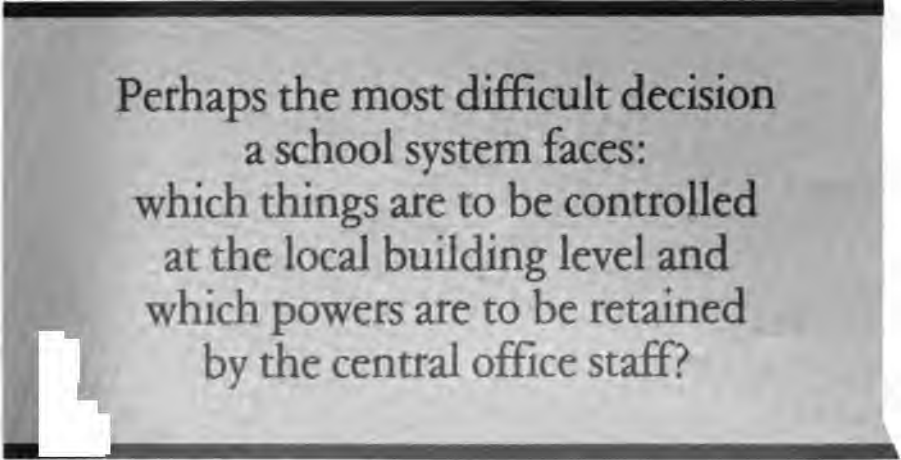
for you to let him stand on his own two feet. You have to give him the freedom to do his very best. If he succeeds, he's responsible for his success; if he fails, he's accountable for his failure."

Likewise, adopting a program of s.b.m. is a growing process for an entire school system. Experts warn, however, that it is not a program to think about today, then put into practice tomorrow. Everyone involved in a school system—board members, superintendent, central office administrators, principals, teachers, parents, students—must become aware of the process and the responsibilities *they* assume for the program's success or failure. County and state education staffs also should be trained in the process with the objective of "learning how to slip into a support role for a school system rather than remaining in a supervisory capacity," according to Oron South.

He continues: "A crucial factor is the training of principals. Traditionally principals have been in the role of following orders handed down by the central office. They haven't had much practice in long range planning—or in asking the kind of probing questions that need to be asked in anticipation of options affecting their schools that lie ahead."

Matthew Prophet, superintendent of Lansing, Mich., schools where s.b.m. has been in effect since 1971, has no problem with turning power over to principals and teachers. "Teachers and principals are just as smart as superintendents," he claims. "They are just as dedicated, and have just as much knowledge and ability. There is no reason they shouldn't be given the authority to use their knowledge, dedication and ability in a responsive way. They are the professionals closest to the students—and for someone to tell them how to best educate the kids they see everyday is ludicrous."

In Lansing, the term for s.b.m. is "responsible autonomy." Prophet adds: "While there is autonomy at the building level, we stress the word 'responsible.' Each school is subject to the scrutiny of parents, students, the school



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board, the superintendent and the community. The board sets over-all objectives for the entire system, but how an individual school goes about meeting the objectives is determined by committee at the building level." For example, if a school's students are not showing improvement in reading skills, the school committee might decide to pour more money into additional resources for the reading program.

The Lansing program is similar to the s.b.m. approach in Salt Lake City. There, according to Superintendent Thomas, the student achievement level has gone up since the implementation of school based management. Five years ago, reading levels in Salt Lake City were two to four months below the national norm; now they are from one to four months above the national norm. (All of the Title I schools in Salt Lake City now are above the national norms.)

For some schools the starting point for an s.b.m. approach has been school based budgeting. (Matthew Prophet says that "giving up the purse strings" is the true test of a board and administration's commitment to decentralization.) Oron South cautions, however: "Some people think that if you decentralize the budget, that's s.b.m.; it's not, it's only one part. It can be the starting point though."

The approach to school based budgeting, as a part of s.b.m., is simple: Each school is given a lump sum of money for the school year and can spend it in whatever way it deems most needed and appropriate. The school board, along with building principals and committees, determines the amount of money to be allocated to each school based on enrollment, need, available resources and the total budget for the system.

s.b.m. expert Longstreth points out some obvious strengths to budget decentralization: "It's only logical that a school responsible for its own budget will pay more attention to how that money is spent. For example, schools using s.b.m. have shown dramatic decreases in utility costs. Little but expensive oversights like lights left turned on or open windows in an air-conditioned room suddenly become very important to a teacher or principal who knows he's responsible for the bill." Longstreth says that in Monroe County (Florida), since s.b.m. went into effect, there has been a 44 percent decrease in heating and cooling costs. The money saved was plowed back into the budget for salaries and supplies.

Proponents of school based management are emphatic in their claim that s.b.m. can make a school system more efficient.

Michigan Superintendent Prophet says: "If the desire of education is to be responsive—to all children—I don't think there is any more desirable or workable option other than s.b.m. This is particularly true in an urban system that serves children from many diverse backgrounds."

James Longstreth agrees: "The public now is showing that it wants more than equal education opportunity—it wants quality. And s.b.m. provides quality education by allowing local schools to meet individual community needs. It's a way for schools to be organized so that students and teachers can learn and teach better."

A parent who is a member of a local school committee in Delaware adds: "s.b.m. is a way to reverse the public's loss of confidence in public education—it does so by giving parents not only a chance to be heard, but actually to participate in decisions that affect their children. Let's face it: A parent's interest really is with his child's school—not an entire system. And that's where a teacher or principal's interest is too. If all of them working together can improve their own school, then that's efficient, effective responsive education."

Oregon Professor Pierce believes that school board members, administrators, teachers, and parents who still have doubts about s.b.m.'s efficiency should take a long, hard look at what efficiency in a school system really means. To those who advocate that efficiency comes about as the result of "a neat, hierarchical ordering of professionally trained educators responsible to a single authority," Pierce suggests that these traditionalists remember all the inefficiency, delay, red tape and lack of responsiveness that all too often characterize school system bureaucracies.

Few would argue that the school based management definition of educational efficiency seems in tune with the times: s.b.m. measures efficiency in terms of how well a school system delivers the different kinds of services needed by different kinds of students. And it gives everyone affected by the process more responsibility for its efficiency. Larry Pierce adds: "A decentralized school system is more efficient in much the same way the free marketplace is efficient. It can respond more quickly and specifically to the educational demands of individual students and parents." □

These are essential to school based management

For school based management to be successful, according to Oron South, professor of education at Florida State University (Tallahassee) and an s.b.m. consultant to several school districts in Florida, eight factors are essential:

- unqualified support from superintendent and board;
- support from a majority of principals;
- communication among teachers and their acceptance of decision making responsibilities;
- "people assistance" for teachers and principals—someone available to listen, to test things with, to give critical comment, to reassure;
- adequate technical assistance and staff development at all levels;
- adequate, planned community development;
- development of organizational learning capability—ability to detect error and to invent and produce solutions;
- patience and flexibility.

For s.b.m. materials and assistance, write N.C.C.E., Suite 410, Wilde Lake Village Green, Columbia, Md. 21044; The Institute for Responsive Education, 704 Commonwealth Ave., Boston, Mass. 02215; The National Urban Coalition, 1201 Connecticut Ave., N.W., Washington, D.C. 20036.

—B.P.

What—if anything—can boards do about national sports competitions for high school athletes?

By Dan Levin

SELF-CONFIDENT and talented, the best high school athletes often seek to hit it big in their chosen sports. And they are *sought after*, too — by those who want to showcase young athletes. Educators and sports enthusiasts might debate the wisdom of national competitions at the high school level, but for the athletes themselves, the debate is moot. Those national competitions already exist.

And because national competition already is part of the lives of many high school athletes, school officials might examine more pragmatic questions: Are national sports competitions harmful or beneficial to high school kids? To what extent, if any, should students participate in these competitions? Who should control the competitions and the youngsters' access to them? These are, in fact, the questions you might have to answer the next time a budding superstar is enrolled in your schools.

Consider:

- The United States Olympic Committee (U.S.O.C.) received \$16 million from the federal government to build two national sports centers to train Olympic athletes. One program the U.S.O.C. plans is a National Sports Festival at which an estimated 20 percent of the athletes who participate would be high school athletes or June graduates of high schools.

- Not to be outdone, the Amateur Athletic Union (A.A.U.) has stepped up

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efforts at promoting its Junior Olympic Multi-Sport Championships program, which involves thousands of students ages 8 to 18 competing for national championships in 17 sports. Under the cosponsorship of Sears, youngsters now compete in local A.A.U.-sanctioned meets for the chance to challenge stiffer competition in regional tournaments and ultimately to test themselves in a national contest.

- McDonald's sponsors an All-American High School Basketball Team. Now in its third year, the program brings together the best talent from around the nation to compete in an East-West thriller all-star game. The burger bigwigs also sponsor the Capital Classic (a series of all-star basketball games in the Washington, D.C., area) as well as a national invitational gymnastics meet.

- *Seventeen* magazine sponsors tennis and swimming tournaments for high schoolers. There's a National High School Judo Championship and a U.S. Association for the Blind Athletes National Wrestling Championship. Wheaties, Hershey's, Lipton and Pepsi-Cola all sponsor national tournaments for high school-age youngsters in one sport or another.

- Even the federal government is getting into the act. With the cosponsorship of Pepsi, the President's Council on Physical Fitness has selected one high school from each state to participate in a Junior Superstars Program. Two boys and two girls who scored the highest on the National Youth Fitness

Test at their respective schools will compete in one of six regional meets. By the end of the next month, 24 kids and their parents will be Pepsi's guests in the Bahamas to decide who's most physically fit.

The foregoing are just a handful of the national programs for high school athletes. "National competition is here and now," says Ward Brown, commissioner of the Indiana High School Athletic Association. "To stick our heads in the sand will not cause it to vanish."

What's not yet part of the high school sports scene, however, is national athletic competitions sponsored by education, rather than commercial, organizations—and that's a topic currently generating a great deal of heat. Several major education groups—the National School Boards Association, the American Association of School Administrators, the National Association of Secondary School Principals and the Council of Chief State School Officers, to name a few—have come out against the idea of national team championships for high schools. Right now, few state high school athletic associations are interested in national team tournaments (numerous practical considerations stand in the way of play-offs involving 50 states, and the state associations also have considerable money wrapped up in their own state tournaments). But the state athletic associations are considering sponsorship of national championships in golf, tennis, track, gymnastics, swimming and wrestling.

The education groups opposing na-

Sports competitions

tional competitions say that the individual championships would give proponents of team championships a foot in the door. But these education groups' primary concern is the potential exploitation of students involved in national sports competitions. Ironically, that concern is the same one used to bolster the argument that high school athletic associations—and not commercial firms—should be sponsoring the national competitions.

This month, the National Federation of State High School Associations, which consists of the 50 individual state high school athletics and/or activities associations as well as those of several Canadian provinces and U.S. territories, will hold its annual meeting in Cambridge, Mass. Last year, when the matter of individual national championships came up, sharply divided federation members voted to table the idea for further consideration. No one will predict the outcome of this year's debate. "If national sports competition is going to happen and be sponsored by outside groups, then maybe educators ought to take a look at it," says Brice Durbin, executive director of the federation. To be discussed in Cambridge is a proposal to hold a National Federation Summer Games program in the sports of golf, tennis and track. Holding the games in the summer ensures that no student will miss class—a common problem with commercially sponsored all-star games. Durbin points out that one particularly adroit high school basketball star missed five of his last six weeks of classes playing in all-star games around the country.

Is it worth it? Do the benefits high school students derive from national competitions offset any interruptions to their schooling? John Dustin, wrestling coordinator for the A.A.U., says there's no way to avoid missing *some* classes, but "it ought to be left up to the individual to pursue excellence. Kids and their parents know their own goals and aspirations in life, but they must put it on a scale to see if the child would be hurt educationally. They must make the decision."

Dick Kruse, a government relations assistant for the National Association of *Secondary School Principals (N.A.S.S.P.)*, believes all-star games ben-

efit the promoters more than they do the athletes. "These kids have been in the limelight already. Who is making the money and where is that money going? I have to look at those all-star games skeptically," he says.

And Kruse is not alone. Gary Cook, a high school basketball coach in Barrington, Ill., shares Kruse's skepticism. "The premise of many of the all-star games is to get kids scholarships," explains Cook, "but many of these kids already have scholarships or will get one. They don't need it. These kids are being used. Five or six all-star games are too many."

Cook is not quite sure, however, if it's politically practical to expect a school board to set a policy on outside participation in all-star games. It's difficult to imagine school board members ignoring community pride in a superstar athlete. Ward Brown of Indiana says he knows a high school athlete who played in several all-star games; the principal couldn't do anything about it, says Brown, because of "pressures" in the community. The best the principal could do, according to Brown, was to make sure the student made up the work and to offer him counseling.

Brown says that student athletes are being exploited by promoters of some all-star games. While both he and Cook acknowledge that some of the games do help win scholarships for some athletes who might not otherwise get them, and that some promoters do provide money for local charities, they also say that some of the games are money-making operations that are less than candid about their finances. "Deplorable housing and bad food," says Brown of one basketball tournament that was named by two other coaches as being among the most prestigious—and among the shadiest—in the country. Citing these problems with food, housing, insurance and proper chaperones, Brown says the federation should sponsor national championships. Commercial sponsors are beholden to no one, Brown says, and they ought to be responsive to regulations devised by the National Federation of State High School Associations.

Both Brown and Durbin insist a tournament sponsored by the federation would cut down on the number of commercial all-star games. How? "The only students eligible for national competition would be those who stayed out of commercial competition," offers Durbin. Durbin hopes the individual state associations will adopt rules that would

prohibit students from participating in state-run tournaments if they played in all-star games. "State competition has more drawing power than all-star games," he says. "If state competitions led to national championships then athletes would wait to compete for their school rather than in an all-star game." Durbin doesn't deny that if the federation adopts individual championships then team championships of some sort won't be far behind. "But at least educators will have control," he says.

That statement raises a red flag to Dr. Joan Parent, a Foley, Minn., school board member who spearheaded the drive of the National School Boards Association to adopt a resolution against national sports competition. Parent says the basic reason some federation people want to see organized national competition is money and that she's against the idea no matter who sponsors it. She asks: "Would you allow your family to have cancer if it came under the auspices of the American Medical Association?"

Murrae Freng also has his doubts. Freng is executive director of the Minnesota State High School League and he's unalterably opposed to an organized competition run by the federation at the national level. A federation tournament simply would duplicate other tournaments and wouldn't prevent other organizations from running their own, he argues. "Is everyone else going to drop his tournaments? No. I don't believe we'll be able to step in and say this is the only tournament a kid can go to and and I'm hesitant to believe we could regulate summertime activity."

Freng may be right. For the federation to institute a national championship in any sport—individual or team—its member associations would have to amend a large chunk of the federation's constitution. Durbin also may be right, however, when he says the mood among the membership is shifting toward adopting national championships. One of the chief issues to resolve, according to Durbin, is what some members see as a hypocritical stance on the federation's part: that national competition in academic subjects is all right, but that national competition in sports is prohibited.

Physical education specialists erupt indignantly when more traditional educators tell them that school athletics are somehow not as important as academic education or that the evil inherent in national sports competition does not exist in academic competition.

Durbin points to the recent N.A.S.S.P. Century III Leaders competition in Williamsburg, Va., in which Shell Oil Co. awarded scholarships of \$1,500 each to 102 outstanding high school seniors—two from each state and the District of Columbia. The oil company then flew the students to Williamsburg and paid for their lodging—something no athletic promoter is allowed to do—so they could compete for an additional \$10,000 scholarship. Here's what one superstar academic had to say to *Time* about the national competition: "There is immense pressure on because of the \$10,000 award. Everybody is feeling, 'I want it, I want it, I want it.' People are saying to themselves, 'Have I said too much or not enough? Have I lost my chance?' It's not worth it, selling your soul for \$10,000."

Some students, though, can live with the pressure. It is not uncommon for parents of a scratch golfer or ace tennis player to invest a couple of thousand dollars to send their son or daughter to several tournaments around the country, hope for a victory or two, and then expect to collect a four-year athletic scholarship to a good college. A Utah high school junior won her state's tennis tourney and elected to play in a magazine-sponsored national tournament rather than retain eligibility in state-sanctioned competition in her senior year. Would a federation-sanctioned national tennis tournament discourage

her from competing in the magazine's tournament? Brice Durbin thinks so; others do not.

Last month in Orlando, Fla., the National High School Athletic Coaches Association sponsored its first All-American Prep Competition for tennis. It also held its first cross-country national meet and its third annual golf tournament. The competitions are invitational and limited to seniors—meaning the students will have been graduated already. The athletes' parents pay the fare to Florida as well as accommodations and a \$25 entry fee. "The kids who are able to afford the competition and the equipment generally have the money to afford such trips. The golf and tennis players probably have spent time around the country club and probably have played in other tournaments around the country," according to Carey McDonald, the association's executive director. "There have been instances where a kid from the other side of the street gets help from community organizations," McDonald points out.

It's this sort of tournament that concerns Dick Kruse of N.A.S.S.P. "It doesn't appeal to the common kid," says Kruse. "Will this kind of tournament help or hinder intramural programs? We need to get down to the health of those kids who don't participate as much. The potential for exploitation is too great."

Counters McDonald: "The kid who

has developed himself deserves to be challenged to see how good he really is, to see his own limitations. Maybe this is something kids are missing."

The issue, meanwhile, is bounced right back into your court. Do you allow one of your school's sports stars to enter a nonschool-sponsored sports event? You might come up with an answer to that question after answering the following ones.

The National Federation of State High School Associations, from whose handbook these questions are reprinted, advises school officials to apply these criteria in a total context and not to use a single issue as a determining factor.

1. Is the primary purpose of the activity to benefit the participants?

a. Will it benefit the participants more than the sponsor?

b. Does it provide an activity not otherwise available to the students involved?

c. Will the program develop needed abilities and skills rather than capitalizing on those students already highly skilled and served in other programs?

2. Will it contribute to the mental, physical and emotional welfare of youth?

a. Is the activity psychologically sound in regard to the physical, mental and emotional maturity level of the participants?

b. Is the individual participating because of a desire or because of outside pressure?

c. Will it be conducted under standards appropriate for the age level of the youth concerned?

3. Will it interfere with the academic program of the school?

a. Will it cause a loss of academic work?

b. Will the time for competition, practice, etc., interfere with the home study of the students?

4. Will it interfere with the interscholastic program of the school?

a. Does it conflict with the philosophy and objectives of the interscholastic program?

b. Will any standards of eligibility for interscholastic activities be violated?

c. Does it involve students who are simultaneously participating in a similar school activity?

d. Will it compete for the time the student devotes to other interscholastic activities?

e. Will it exploit the interscholastic program?



Build sex education programs without tearing apart the community

By Margery Thompson

IN THE past 15 years American teenagers have been bombarded with sex education—through television programs, films, the lyrics of popular songs, and even by articles in the *Reader's Digest*. One might accurately conclude that North America is preoccupied with sex. The irony is that formal sex education in the schools, though no recent innovation, remains a controversial subject.

National studies and reports from local school systems show that the chief source of information about sex for most students is their peers. Further, national studies indicate that teenagers increasingly are active sexually and at a much earlier age than they were even five years ago. Armed only with the same myths and misinformation that adults remember from their own adolescent years, today's students are particularly vulnerable. The facts are irrefutable: Teenagers who precociously enter the world of sexual experimentation risk considerable unhappiness and confusion, and, at the worst, unplanned pregnancies that negatively and drastically affect their futures. (See story on page 29.)

One recent study of family life and sexual learning illustrates the anxiety of parents who worry about their children but who are unable to help adolescents cope with today's sexual mores. Over a period of two years, researchers from the Project on Human Sexual Development of Cambridge, Mass., interviewed more than 1,400 parents in the greater Cleveland area of Cuyahoga County, Ohio.

By a wide majority, parents said they thought that their children should learn about human reproduction and sexuality before youngsters reached adolescence. But only 8 percent of the fathers and fewer than 15 percent of the mothers had ever discussed specific sex-related matters with their children. Parents said they felt uncomfortable about initiating the subject, or they were confused about some aspects of sex and didn't know what to tell their children.

Teaching about human sexuality is considered by many to be off limits for schools, but that doesn't change the fact that children are woefully ill-informed and their parents can't cope. More than 80 percent of the parents in the Cleveland study, in fact, supported the idea of sex education in the schools. And this response is echoed by the experience of other school systems that have carefully established well-supported sex education programs. One point to remember: When trying to teach about sex, adult education is vital, particularly when parents feel their role is threatened. Once schools show that the sex education supports parents, controversy often is replaced by trust and parental support of the program. But the whole process takes time—one program director calls it "the long, slow education of the public." And this process never stops, even when the program is running smoothly. There are no shortcuts.

Here is a summary of the bedrock do's and don'ts for school systems that want to inaugurate a sex education program; the accompanying comments are from school officials whose sex education programs are well-established and accepted by the local communities:

- Don't make a move until you have sounded out your parents about the kind of sex education they want for their children. Experts suggest that school systems should explore every possible alternative with as broad a

group of community representatives as possible. You may find, as did the Westport (Connecticut) school system, that your citizens don't want just one program, they want several.

"When we went to our townspeople," says Robert Selverstone, Westport's program director, "they came back with three mandates for our school system: (1) to provide help for parents who wanted to be in sole charge of the sex education of their children; (2) to help community agencies to develop their own programs; and (3) to provide a human sexuality program at the high school level in the public schools. So we are not limited to a school program; we developed adult education courses and helped all of the churches and the temple in Westport to organize programs before we moved into the school program."

- Do allow plenty of time for planning your program. It may take a year—or it may take three years between the time you broach the subject and the day you finally come up with the kind of sex education program that your board can adopt and your community accept. But remember that the more time you spend in preparation, the fewer problems you're likely to have with implementation.

George Thoms, high school principal in the Falls Church (Virginia) schools and chairman of the system's joint school/community sex education council, describes its planning process: "We started by gathering a group of P.T.A. members, doctors, clergymen and school staff and asking, 'What is it that we want to teach our kids? What do they need to know?'

"Piece by piece, we worked our way through; we spent a long time discussing whether contraception, abortion, masturbation, or homosexuality should be treated in the course, whether or not explicit drawings or illustrations should be shown. Another community in another part of the country could have come up with entirely different answers—or could have decided to deal with some or all of these topics at the 11th grade instead of the 9th grade. It took a year, but at the end of that time, we had reached a consensus on every topic we discussed."

Success takes
slow, careful
planning, a
high degree
of patience,
and a close eye
on teachers
and curriculum.

Margery Thompson is an associate editor of the JOURNAL.

The Jefferson County (Colorado) school board quickly learned that haste is fatal. Don Shaw, director of curriculum development says: "A group of people in the county who felt strongly about the need for some kind of education about family living really leaned on

our board. We had a program ready in six months. The night the board was to vote on adopting the program, someone stepped up and asked if that wasn't sex education—and the battle raged for almost three years. It took that amount of time for us to get out into the commu-

nity and explain help develop va about responsib interpersonal r mote sexual inte
• Don't be v goals, but also

Here's what those cold statistics really

School people may find it difficult to believe that junior and senior high school students are as sexually active as they are reported to be, but one obvious proof cannot be ignored: Among the world's industrialized countries, the United States has one of the highest teenage pregnancy rates (only four countries in the world have higher teenage pregnancy rates than the United States).

One out of ten, or more than a million teenage girls become pregnant in the United States every year; 400,000 of these girls are under 17; 30,000 are 14 years old or younger. Although most teenage pregnancies are unintended, nearly two-thirds of the girls carry their babies to term; more than half of these 600,000 newborns are born illegitimate.

An even more disturbing trend is reported by the National Center for Health Statistics. Although birthrates for 16 to 19-year-olds have declined since 1972 because of the increasing use of contraceptives and abortions, the birthrates among girls under the age of 15 actually is rising. And a study by the New York State Department of Health destroyed the myth that the girls most likely to become pregnant are those who are doing badly in school. Unexpectedly, the researchers found that girls who were above average academically also run a high risk of becoming pregnant.

Early pregnancy and childbirth exact severe penalties of the young mother, her baby—and society. Here are some of the consequences:

- Birth complications are more frequent among girls 15 to 19 than among young women in their early twenties;

the risk of maternal death at birth is 60 percent higher among the adolescents.

- Notoriously poor in their eating habits, adolescents have difficulty sustaining their own growing bodies and producing healthy children at the same time. As a result, between one-third and one-half of the babies born to adolescent girls have a low birth weight and are two to three times more likely (than babies born to adult women) to die in their first year. Babies born to adolescents also run a high risk of neurological handicaps, deafness and blindness.

- Pregnancy is the most common reason for girls dropping out of school; 70 percent of those who drop out never finish high school. "Because of a teenager's lack of education," says Kristin A. Moore, research associate in the Urban Institute, "her risk of being poor is increased. If she marries as a teenager, her husband is also likely to have relatively low earnings, and there is a very high probability that the marriage will end in separation or divorce. Consequently, a woman who bears a child while in her teens is much more likely to be forced to support herself and her children on a low income or to become dependent on welfare assistance than is the woman who postpones childbearing."

Studying the social and economic impact of teenage childbearing, Moore found that teenage mothers who complete high school are far less likely to require government assistance; the 15-year-olds and younger mothers are more than twice as likely to require Aid for Families with Dependent Children (A.F.D.C.) than are older mothers. Because federal, state and lo-

cal governments nually to support ing teenage mot have borne their agers (according Research Institut cludes that progr ing young mothe would be a good one concerned.

The federal go to invest, indirec programs for a prevention and mothers throug ments to the Pt Law. Title VI c Health Centers c Care Act—provi zations such as l ters, schools, or h vide services to through a netwo grantee. Among t be included: pre maternity counsel grams in family education; prim health care rangir for the young m pediatric care for for venereal disea programs, includi tion counseling a teenagers involv

Professionals epidemic of teena ment that the lav are somewhat school administra the high teenage find that working regulations is well able effort.—M.T.

your program in detail—what is to be taught, at what grade level, what materials will be used, and what limitations are to be placed on teachers.

Before the general public will accept the program, your school/community committee must decide—and explain in detail—that to achieve your general goals, the program will, for example, teach 5th graders about human reproduction, 7th graders about homosexuality and birth control, and 11th and 12th graders about the forces that push adolescents into premarital sex. This information also must include specifics of how the program will operate.

- Do make your sex education program optional. Experienced educators are convinced that giving parents the choice of including or withdrawing their children is crucial to the acceptance of sex education program. These educators say that most students—with their parents' consent—will take the course, anyway, and that those students will educate those not in the course, in the customary fashion. More important: When the flack begins, an optional program takes the pressure off the school board and staff. The coordinator of a Maryland sex education program says: "We provide the program for students whose parents want them to have this education; when anyone wants to challenge their right to make this choice by abolishing the program, the parents rise up to defend the program. We don't step in at all."

- Do be very selective in choosing

your staff—and make sure you train them adequately. Teachers carry the main burden in working with students on sensitive topics and dealing with parents who are cooperative but nervous. Choose teachers who are comfortable with their own sexuality, who have good rapport with students and—above all—who are well-liked and respected by the community. And provide adequate training for these teachers.

Teachers who want to work in the Jefferson County program must participate in a minimum of 20 hours of in-service training over a ten-week period "just so we can observe attitudes, abilities, and be at ease with the subject," Director of Curriculum Shaw says. Teachers who are in charge of in-service programs train for two hours a week for two years.

- Don't be secretive once your program has begun. Mary Tatum, who teaches in the Falls Church sex education program, says: "The job is one that is open for constant review and constant scrutiny by the community, plus regular reporting to the school board." Schools that become forgetful soon suffer. The Corvallis (Oregon) public schools were caught in a cross fire when their sex education program was expanded to all grade schools in the system. "We made a terrible mistake," says Joan McMurdo, coordinator of the program. "A rather vocal anti-sex-education group that we overlooked had organized. We had to go back once more and rebuild support among parents, ministers and

professional people. Once again our board set up public hearings, and members attended large public meetings in every school. After all that, the board voted unanimously to resume the program—but it cost us a lot of time."

Staff turnover and changes in teachers' attitudes is another reason that constant monitoring of sex education programs is a good idea. As one administrator explained, a teacher may be superb—right up to the time her husband runs away with an 18-year-old girl.

- Don't set up unreasonable expectations about what your sex education course will do. No sex educator believes, for example, that a school program will necessarily reduce the teenage pregnancy or venereal disease rate in a school system. "There are just too many variables," says Program Coordinator McMurdo, "and if you begin a program with that goal, it is doomed to failure." A good sex education program is effective, according to McMurdo, if the student's problem is a lack of knowledge, either of what causes pregnancy or of contraception. Even when adolescents know—as most do—how children are conceived, they simply do not believe that pregnancy can result from just one encounter, particularly the very first sexual encounter. "Nor is a sex education program going to be effective," McMurdo adds, "when a girl deliberately becomes pregnant to rebel against her parents, to escape from home because she feels rejected, or simply to get her own apartment."

Disclaimers notwithstanding, at least one school sex education program can show progress. From a pilot program in seven schools in 1968, the Jefferson County (Colorado) sex education program has expanded to all grades and all schools (130) in the system. "When we started out," says Don Shaw, "we asked the original group of students, 'Where did you get your information about sex?' Eighty-three percent of those kids learned about sex from their peers; the remainder got their information from doctors, ministers, teachers, and parents, in that order. It took us ten years to get to the point where 52 percent of our sophomores say they got their information from the school program, but for the rest the sources are about the same—peer group, doctors, ministers, and parents still last." Not so coincidentally, perhaps, the Jefferson County school system has the lowest teenage pregnancy rate in the state of Colorado. □

Look here for sex education aid

Reports describing the sex education programs in specific school systems are sparse, but you can obtain general information, curricular materials, and advice on how to develop a program from the following organizations:

- American Association of Health, Physical Education, and Recreation, National Education Association, 1201 Sixteenth Street, N.W., Washington, D.C. 20036.
- American Association of Sex Educators, Counselors and Therapists, 5010 Wisconsin Avenue, N.W., Suite 304, Washington, D.C. 20016.
- American Institute of Family Relations, 5287 Sunset Boulevard, Los Angeles 90027.
- Sex Information and Education Council of the United States, 1855 Broadway, New York 10028.
- Dr. George Thoms, Principal, George Mason Jr.-Sr. High School, 7124 Leesburg Pike, Falls Church, Virginia 22043.

For a copy of the proposed regulations for the federal program on adolescent pregnancy prevention and services, write to: Dr. Lulu Mae Nix, Director, Office of Adolescent Pregnancy Programs, Office of the Assistant Secretary for Health, H.E.W., Room 724-H, 200 Independence Avenue, S.W., Washington, D.C. 20201.

Chewing tobacco: a gnawing problem

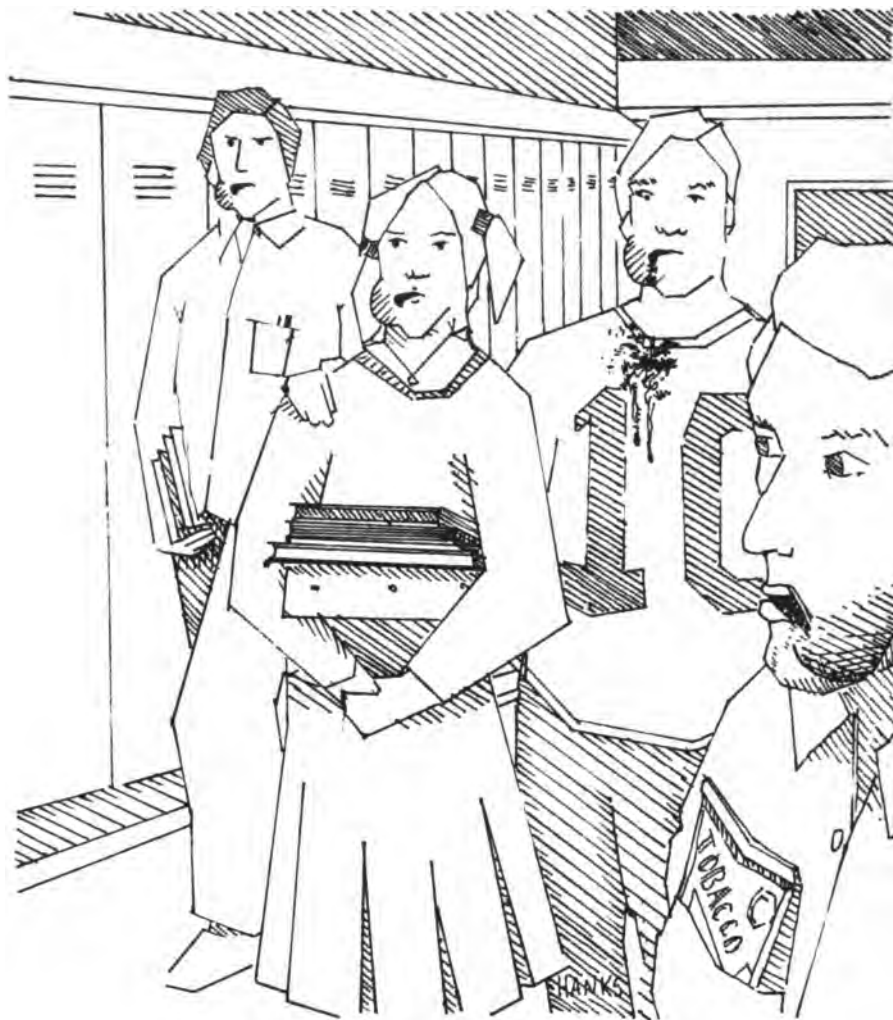
NOW, here's an education problem that you can sink your teeth into: chewing tobacco.

The word reaches our office that students in schools throughout North America have doubled their pleasure by switching from wads of Wrigley to plugs of Red Man. Schools are virtually dripping with the telltale signs: Water fountains, cafeteria walls, baseball practice fields, classroom floors—all show evidence of tobacco stains. One student in suburban Virginia was sent to the school clinic because of what appeared to be a badly abscessed tooth. The bulge in his jaw, however, turned out to be an overabundant plug.

A Texas principal says that his school has a "designated smoking area, which makes illegal smoking pretty easy to monitor." Chewing, however, is more difficult to control. According to this administrator, and others, there are no school rules to deal with the problem—"so we're having to improvise." One principal half-jokingly suggested that perhaps part of the school budget should be allocated to purchase spittoons that would be placed outside of every classroom.

A Maryland principal, who says the problem first was brought to his attention by members of the school maintenance crew, reports: "The janitor told me what he had been finding, then went on to say that his major gripe with the new tobacco craze was 'these kids don't know how to spit.'"

A student at Mt. Vernon High School in Virginia said that the proper way to enjoy the robust pleasures of an aromatic plug is not to chew it at all: "All you do is bite off a piece, then place it between the cheek and the gum. Once the flavor's been absorbed, then you dispose of it. Smoking can cause cancer—all chewing tobacco does is turn your teeth and tongue brown if you keep it in your mouth too long." This student routinely packs a paper cup in his book bag and disposes of his "chew" once it's lost its flavor. He says that anyone who "litters or hasn't learned how to aim his or her spit properly is an airhead who's just out to make trouble for the rest of the guys." This student admits that the only person who has voiced objections to his new habit is his girlfriend.



A school superintendent in rural Georgia says that kids in his schools "probably have been chewing since they were seven or eight. Their daddies chew, some of their mothers even dip snuff, and for them it's a way of life. As long as they don't mess up anyone else's property, it's not a problem that I'm going to worry about."

School officials in metropolitan areas aren't quite so lenient, however. One principal in a well-to-do Maryland suburb said: "Last week a parent phoned, all hot under the collar. He had just bought his son a new and expensive canvas book bag. The first day that it was taken to school, the son brought it home with a big, ugly reddish-brown stain all over the back. The parent demanded that I do something about it, but I don't know what the hell to do."

One teacher, Chloe Harvey, in western Tennessee says: "For some of the

kids, it's relaxing. It sure beats bubble gum, pot, or pill popping. Maybe it's a fad—or maybe it's here to stay. As long as it doesn't get in the way in my classroom, I couldn't care less. I think we've got enough to worry about without taking on a whole new problem." She agrees with the Georgia superintendent: "You just can't stand up and give these kids a lecture about not doing something that they've been around all their lives, but you *can* stress that chewing—like everything else—has to be done responsibly."

City slickers don't agree with Harvey. Says a principal from the Northeast: "It's disgusting. Just the other day I had to walk out on the baseball field and everywhere I looked there were great globs of the stuff. But I'll admit, the coach didn't seem to mind and neither did the kids. I guess I'll just stay off the baseball field."

Control costs for employee sick leave

By Edward Messner, M.D.

PAID sick leave is an important job benefit that no one wants to deny to school employees. But as a physician and a school board member, I know that sick leave is a fringe benefit that too often is abused. Based on my experience in both capacities, here are some suggestions for fellow board members on ways to eliminate this drain on the school system's budget.

If yours is like most school systems, you do little to monitor or verify sick leave other than to request some sort of statement from a staff member. Or, if an employee's sick leave period has extended beyond five days, you might require a note from a physician.

But for a school system simply to accept a statement from a physician, in my opinion, is not sufficient. To limit sick leave abuse, you must require *specific medical evidence* from the employee as a condition of benefit payments. In other words, before you make a payment for sick leave the employee should provide evidence including statements about: symptoms; physical examinations; laboratory studies, including X-rays; diagnosis; treatment; and the patient's medical prognosis.

The first step is for your board to establish a policy stating that medical certificates with detailed evidence of illness will be required from all employees who take sick leave for a given number of days. In my district, certificates are required after absences of five or more consecutive working days. Additionally, the school board requires that a form be

submitted in absences of shorter duration "for cause"—when there are indications that sick leave is either too frequent or is questionable.

Second: Your superintendent and his staff should spell out to employees the school board policy in clear, uniform, and nondiscriminatory procedures; the most important component will be the form you design by which employees will furnish the information you require. At a minimum, you should request the information already suggested. Your best bet is to take the forms used by health insurance companies as a model. Blue Cross/Blue Shield and other companies have set up standard indices for common diagnoses, treatment, and other procedures that are clearly and explicitly defined within the medical profession. For the sake of efficiency, your sick leave form can follow the same diagnostic code used by the insurance carrier providing medical coverage for employees of your school system. Your staff may find it advisable to develop the form in concert with your school system's physician.

Before you can set this procedure in motion, however, you will need a school physician—or a contractual arrangement with a local hospital—for two reasons: (1) to evaluate the data on sick leave forms and indicate when leave appears unjustified, and (2) to ensure that the sick leave records of your employees are inviolate. Each state has laws protecting the confidentiality of medical records; you will be able to fulfill that obligation if you make sure that sick leave forms are sent directly to the school physician or hospital. Specific details of the patient's condition will be held in confidence unless litigation requires them to be revealed. Except for

that circumstance, all of the medical correspondence can be safeguarded by the school doctor or the hospital with which you have established your evaluation service.

In those states with collective bargaining laws, the board or its negotiator can introduce a clause in the bargaining agreement that requires medical evidence for employees to be eligible for sick leave benefits. In those states that do not have collective bargaining for employees of school systems, it will be necessary for the school board to establish the policy unilaterally. Remember that your reasons for seeking this evidence are a part of good management. If the insurance companies can ask for this information, employers also should have a right to verify claims for sick leave benefits.

Introducing the medical evidence requirement into a collective bargaining agreement is no easy matter—but it is possible. In my school district—the town of Amesbury, Mass.—we found an opportunity open when we were required by the Department of Health, Education and Welfare (H.E.W.) to alter our contract provisions regarding maternity leave. We were told that we had to negotiate changes in the contract with the teacher's union to include pregnancy and related conditions under the same heading as other temporary disabilities for which we provided sick leave benefits.

Prior to the H.E.W. ruling, we had no provision in our contract that required medical evidence of illness for any condition. In the course of contract bargaining, we were able to introduce the requirement for medical evidence not only for pregnancy but for all other temporary disabilities as well. □

Edward Messner is a school board member in Amesbury, Mass., and is a doctor on the staff of Massachusetts General Hospital in Boston.



Robert P. Bates, American Federation of Teachers

Here's what to expect when this man faces you at the bargaining table

By Jerome Cramer

IN conversation, Robert P. Bates is a pleasant, soft-spoken man who expresses a concern for public schools. In his job as one of the toughest teacher union negotiators in North America, he has been described as "foulmouthed" and belligerent. He is, in any case, a man school board members should listen to.

Bates believes strongly that teachers will continue to scrap and fight with school boards for a larger voice in what are now considered traditional management rights. In short, the education gospel according to Robert P. Bates may become the chant of militant teachers in local school systems throughout North America in the next few years.

His current title is director of field services for the American Federation of Teachers (A.F.T.), but Bates started out in education as an elementary school teacher in New Jersey. Later he became

a high school teacher in Perth Amboy, N.J., and served as the local teacher union representative. In 1965 he led teachers during the school system's first teacher strike. His leadership during the strike brought him to the attention of teacher union officials who later selected him to help organize local teacher unions throughout the state. Organizing—a task that Bates still works at on the national level—is a job he enjoys. He says that it gives him a chance to battle against what he considers to be an underlying problem in the schools in many local communities: paternalistic attitudes.

"Paternalism is an attitude that many school boards traditionally display towards teachers, and it's an attitude that can lead right to a teacher strike. Collective bargaining simply is a matter of sharing power, and school boards for years have had all the chips," he says. Bates believes that part of his job is to see that teachers receive contracts that give them all the power they need to perform as professionals.

While Bates claims he dislikes strikes, he discusses them unemotionally and

factually, and the word he most often uses to describe them is "tool." "Strikes are a tool that teachers sometimes have to use in order to make school boards aware of the real issues in a school system," he says. "In many cases I am called to help negotiate a contract in a school system where the frustration level of the teachers and school board is very high, and where issues are unclear, and where the anger and bitterness is festering." This kind of situation is ripe for a strike, he says, because "for negotiations to work there have to be certain elements present. First, both parties have to be alert and paying attention to what really is happening in the schools. Second, the school board and teacher union have to be able to frame the issues so that the negotiations can take place."

Here's one of his explanations on the usefulness of strikes: "It's like the story of the man and the mule. The mule is blocking traffic in the middle of the road, and at first the man whispers in the mule's ear; no movement. Then the man slaps the mule's rear end; still the mule won't budge. Finally the man

Jerome Cramer is managing editor of the JOURNAL.

Don't tell us this madness sounds familiar

Editor's note: We received the following article through somewhat intriguing circumstances. We think it's about a citizen attending a school board meeting, although it may be about a Man's Injustice Toward Man, the Social Contract, Group Dynamics, or the raging controversy over Jell-O versus ice cream. What do you think?

By Armand Vito

I ARRIVE on time. I sit in the corner. The president comes in and we all salute the flag. The meeting proceeds normally, with board members snapping at each other, until Agenda Item Number Twelve is reached—public comment.

Television cameras start grinding, citizens begin screaming, the president pounds his gavel to restore order, and board members shout incoherent things to each other. All around I look, and all around no one seems to object to the outrageous behavior that has begun with Agenda Item Number Twelve.

"Why was the administrator given such an increase in salary?" That is the question before the board. Or is it? Suddenly the board members' discussion

settles upon the topic of an ice cream order, who okayed it, and why was it the only bid. Momentum on this topic picks up: One board member says that if the cost of ice cream is too high, Jell-O could be substituted. This makes sense to me until I hear the supporting testimony: Jell-O could be substituted for ice cream because Jell-O melts at about the same temperature as does ice cream. Why, I ask myself, *why*?

Topics change: A citizen rises in indignation to protest in-service meetings, because they require that students be sent home for the afternoon and, once home, the children become out of control. Applause. Board members are given hell. More applause.

Applause dies down. A woman stands up. She describes in some detail how she has to work all day at a job, only to return home to hassle with her five children in the evening. Suddenly a shout: "There ought to be a ceiling on administrators' salaries!" That elicits a standing ovation.

Applause dies down. The shouter adds: "And if anyone isn't satisfied with the present salary structure, he should resign!" Wild applause.

I check to make sure I know where the nearest exit is.

Another citizen stands to say that

there must be a racial imbalance in the system because his child cannot have lunch at home. Attempts at deciphering this are extinguished when a woman board member begins needling the school board president, who becomes infuriated. Someone yells, "Male chauvinist!" and the crowd once again goes wild.

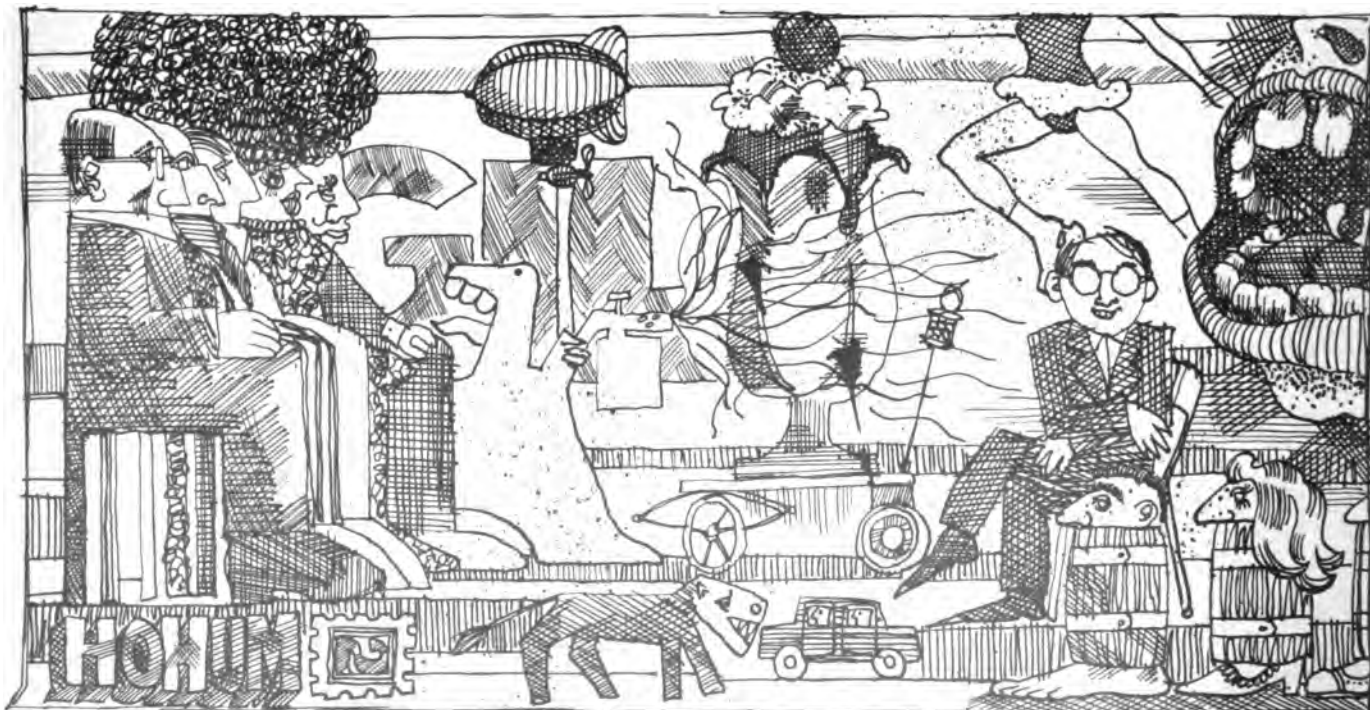
Shouting dies down. A woman stands up. She describes the lack of textbooks for subjects her children are studying. When the school board president says that the textbook topic is not on the agenda, the woman shouts: "Shut up when I'm speaking! Wait until you get home—I'll fix you!"

A man stands and questions increases in salaries, explaining that he is unemployed and his mortgage payments have been increased. The crowd applauds—but I can't figure out why. Because he's unemployed? Or is it because his mortgage payments have been increased?

Applause dies down. Somehow the ice cream issue is revived, with members concluding that new bids would cost more in paperwork than they'd be likely to save in lower prices.

My curiosity about ice cream bids and melting points of Jell-O dies down. I leave. They continue. □

Armand Vito lives somewhere in New Jersey.



journal after the fact

(Continued from page 14)

speculative set for the '80s well may be M.B.L. (more, better, less). The public wants more educational services, a better delivery system for those services, and less cost for those services. Succeeding to educate kids under these conditions will become the ultimate challenge for educators.

With diminishing resources our reality, the key question continues to be: How can we best invest the resources we have? Consistently we've been rewarded for thinking *rationally*; now, however, we must learn to think *imaginatively*. We have the capacity for both.

Absurdity. Daily we are bombarded with absurdities. (A television commercial regularly tells us that a particular antacid can absorb 47 times its weight in excess stomach acids. Does this mean that I could be totally consumed by a four-pound antacid tablet?) The most effective way to disarm an absurdity is to supply another one. Specious reasoning abounds in education, and bemoaning the fact won't make it disappear. George Santayana suggested: "There is no cure for birth or death except to enjoy the interval." Educators should learn to invest a portion of this interval in developing a sense of the fanciful and absurd.

Arnold Rosenfeld, editor of the Dayton *Daily News* recently said of his profession: "It is more important for us to be human beings than journalists." The same could be said for educators, editors, doctors, lawyers, secretaries, carpenters, painters, whatever. The present and the future demand that we have skills, but perhaps the greater need will be for us to be civilized, and that certainly includes a sense of humor.

Why they run

(Continued from page 19)

sociation for her neighborhood because she wanted to make the schools better for her kids. She was sought for the school board job by other parents because she was doing well by the community, making the system responsive to the local needs, taking matters to the people who are directly involved, using the decision-making process for the people with children.

Pat Bardellini says that she believes in public education; she and others I talked to are willing to take the responsibility for making public education work. The board members I talked with are doing just that, willing to be a significant part of the action. Willing to and sometimes eager to take control of our children's and nation's future. As Louis Longarzo says: "I saw a malaise after Watergate, a cynicism about government agencies—and I wanted to correct that."

Now, all of this is pretty heady stuff. I remind myself that maybe there are a lot of miscreants out there. I just didn't get a chance to talk with them.

What I did find were responsible folks positively involved with their communities. Woodward and Bernstein will be disappointed. I looked for venality and found honesty. I expected stupidity and found intelligence. I waited to meet power-hungry rednecks and discovered conscientious fighters for universal rights.

I'm pleased. And I gleaned some good advice from John Kidder who said that an elaborate politician once told him, "If someone offers you support, don't ask why, say thanks."

Thanks. □

Court widens right to sue

The U.S. Supreme Court has dotted a few i's and crossed a few t's to make perfectly clear what Congress didn't. The court decided, 6 to 3, that individuals have a right to sue under Title IX, the law that prohibits sex discrimination in federally funded institutions.

What does this mean for school boards? Let's say a female student athlete thinks girls' athletics are getting short shrift in the sports budget. The traditional route for her to take is to file a complaint with the Office for Civil Rights (O.C.R.), which then conducts a lengthy investigation that by all odds drags on well past the student's graduation. Many school officials don't seem to mind this chain of events because it lets them fudge on their Title IX compliance and delay things until the case is moot.

But the Supreme Court has changed all that. The student now can sue the school board and can seek injunctive relief; that is, she can try to get a court order for the school board to pump more money into the girls' sports budget. This also raises the possibility that a complainant could ask for monetary damages as well.

If your board has a strong Title IX compliance policy—and good practices to match—then you needn't worry. But if you have been counting on a complaint getting lost in the ozone over at O.C.R., then you might find things solved a lot quicker than you thought—by a federal judge. Of course, if you strongly believe a Title IX complaint against you is invalid, the court's ruling could be a blessing; it means you won't have to wait for O.C.R.'s investigation to absolve you.

What also is interesting about the case, called *Cannon v. University of Chicago*, is that it may settle the debate over an individual's right to sue under two other laws: Section 504 of the Rehabilitation Act of 1973, which forbids discrimination against the handicapped in programs that receive federal funds, and Title VI of the Civil Rights Act of 1964, which prohibits racial discrimination in such programs. The language of all three laws is similar and the court cited this fact in its decision. The court also reminded Congress that the next time it intends for an individual to have the right to sue, it had better spell that out in the legislation.

Don't be a heart breaker



Stop smoking.

WE'RE FIGHTING FOR YOUR LIFE

Your opinion, please: Should your athletes play in national competitions?

As Dan Levin explains in his story on page 25 of this issue, athletically gifted students sometimes are sought after by organizers who want the athletes and their teams to take part in special tournaments. Our question for this month's *Ballot Box*: "Should high school athletes or their teams be allowed to take part in national sports competitions?"

From one of the lettered choices listed in the following paragraphs, select the answer that most closely reflects your opinion and circle the corresponding number on the postage-paid card on facing page. Please select one answer, but add your comments in the space provided on the card. Results will be reported in the September JOURNAL.

A. Sports are important to a community and to individual athletes. National competitions may help send kids to college on scholarships, so let the kids compete as much as possible.

B. A national sports competition is

fine—as long as it is held during non-school months and doesn't interfere with a student's attendance in school.

C. I'm against giving any organization the power to run national high school tournaments. If an individual student is gifted, then he or she can take part in the Amateur Athletic Union or the Olympics. But the board must keep policy control over student involvement

even in these events.

D. Let's discourage the idea of national competitions wherever possible. Schools are in business to teach children academic skills needed to function in society, not to prove—from a handful of gifted students—who can run the fastest or jump the highest or whose team can score the most points in a basketball game.

How to vote

It's important, free and easy. And it makes your opinion count with school leaders from across the U.S. and Canada. Here's how to vote: Locate the *Ballot Box* section at the bottom of the reader reply card on page 39. Mark your choice by letter, detach the card, and drop it in the mail—we've paid the postage. You need not sign your name, but please check the appropriate box in order to identify yourself as a school board member or administrator. If you care to, write a comment or two across the ballot. We'll tally your votes and publish the collective opinions of readers on the question in the September JOURNAL.

Last round's findings: Boards should steer clear of real estate

School board members are cautious about becoming directly involved in real estate transactions for their school systems, but readers are well aware of the need for a sharp eye when examining real estate matters, at least according to the responses to May's *Ballot Box* question: "Should boards deal in real estate?" The responses show a deep split in attitudes.

Twenty-nine percent of voters say that school boards should steer clear of real estate and that the main task of boards is education—not real estate management. A Montana board member who is a real estate salesman says: "Investment in treasury bills, certificates of deposit and commercial paper, Yes. Real estate for profit, No." A board member in Oklahoma sends this cryptic but intriguing note: "Dealing in

real estate often can result in embarrassing situations, as our school system recently discovered."

But 42 percent of voters say that school boards have an obligation to utilize resources in the best way possible—including perhaps trading closed schools for land or commercial property. "Boards can't invest money in speculative properties, but we can watch out for ways to trade surplus property wisely," a board member from North Dakota writes.

Twenty-four percent of respondents say they want school boards to become a bit more aggressive when handling a real estate transaction. "A school board member should be a 'jack of all professions' when it comes to working for education, and this includes learning the fundamentals of sound real estate

management," a board member from Ohio writes. "Nothing fancy, but a small housing project can create substantial revenue," a Michigan board member suggests.

A small portion of respondents—five percent—say that boards should be aggressive and innovative when handling school system's resources. An Illinois board member offers this advice: "As enrollments continue to decline and senior citizens become a greater percentage of the voting block, school boards will be forced to make innovative real estate transactions if education is to survive." A Missouri board member adds: "School board members won't want to have to pay back money they lose from foolish investments, but things are becoming so tight that some kind of speculation may be necessary." □

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(Void after September 1, 1979)

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Name _____ (please print)

Check one:

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B. ☐ Board Member E. ☐ Business Mgr. H. ☐ Architect
C. ☐ Superintendent F. ☐ Principal I. ☐ Other

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| <input type="checkbox"/> Flooring | <input type="checkbox"/> Transportation |
| | <input type="checkbox"/> Wall Systems |

THE AMERICAN SCHOOL BOARD JOURNAL

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Read this month's Ballot Box (see contents for page number) and cast your vote by marking the appropriate box at the bottom of this card. You may also use the space on this card for any comments you have about the Ballot Box proposition in this issue.

- ☐ Board member ☐ Principal
☐ Superintendent ☐ Other

Your name (optional) _____

School district name and address (optional) _____

My vote in this month's BALLOT BOX is:

THE AMERICAN SCHOOL BOARD JOURNAL

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Name _____ (please print)

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(12-mo.) |
| <input type="checkbox"/> Audiovisual | <input type="checkbox"/> Insurance |
| <input type="checkbox"/> Career Education | <input type="checkbox"/> Maintenance |
| <input type="checkbox"/> Classroom Equipment/Furniture | <input type="checkbox"/> Music |
| <input type="checkbox"/> Curriculum | <input type="checkbox"/> Security/Fire Protection |
| <input type="checkbox"/> Flooring | <input type="checkbox"/> Transportation |
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- ☐ Board member ☐ Principal
☐ Superintendent ☐ Other

Your name (optional) _____

School district name and address (optional) _____

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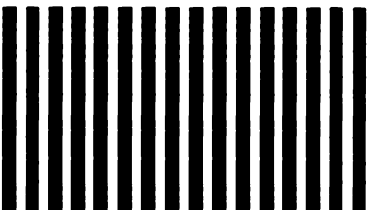
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By Hiroshi Yamashita
President
National School Boards Association

Cooperation is vital to education

Faced with the rising cost of living and the dollar's declining purchasing power, some people believe strongly nonetheless that public education somehow can contribute to the economic stability of the country as well as alleviate many of its social ills.

That is too broad a charge to be realistic. Public education can not and should not be expected to do all things. But it *should* do—and do well—those things deemed to be within its jurisdiction.

What "those things" are is the critical question. The evidence of recent years suggests that school board members have become increasingly involved with curricular issues. Few would dispute this as a laudable development—the curriculum, after

all, is the heart of the matter. But the manner in which curricular decisions are reached ought to be—insofar as possible—a cooperative one.

Recently I represented NSBA at two separate conferences of educators. At both, the professionals attending were concerned about how best to reach school board members to ensure that the curricular determinations made are the kind that teachers, principals, board members and parents can live with. At both conferences, I stressed a need for open communication. Identification of goals and objectives; selection of competencies; determination of disciplines to be taught or dropped—these and many more are considerations too important to be left to any one group as lone decision-maker. This is especially true when monies are tight and programs and services have to be cut.

One way to bring about the teamwork needed in decision-making is to

establish effective working relationships through communication. The ability and willingness to listen to one another and "teach" one another without being condescending can build understanding among groups. Equally important is the need to maintain trust in one another's judgment and to respect differences of opinion.

None of this is to imply that all curricular decisions can or should be made jointly. The fine line dividing the responsibilities of the professional staff from that of the school board is real, though it must constantly be redefined in light of what is best for our students.

All of this may sound elementary, but often the most elementary considerations also are the most perplexing. To be responsive and responsible school board members, we need to work together and make appropriate decisions together with school personnel and the public we serve.

We must rebuild public confidence

By Thomas A. Shannon
Executive Director
National School Boards Association

At a recent Washington conference on "Public Confidence in the Schools," sponsored by the U.S. Commissioner of Education and 17 national associations (including NSBA and AASA), an overriding conclusion became apparent: *Public confidence in schools is not what it should be, but something positive can be done to rebuild it. A plan of action can be formulated and it should:*

- be developed by the school board for the whole community with primary emphasis at the local school level, with the principal as key.
- include representatives of business, labor, civic organizations, racial and ethnic groups, senior citizens, and students.
- demonstrate the fact that the

schools belong to the people (bringing, especially, our growing older population closer to the schools and involving citizens advisory committees at building and district levels).

- place school spokespersons in a believable position (no claims are made that education can cure all ills, and an admission of failure means a new start, not another charge that education can't really succeed).

- be tuned to the needs of the state and local community.

- encourage school employees to tell the story of the schools "in the truest manner possible," and urge real estate people to eliminate the practice of "steering."

- address itself to the public's "five big questions" about schools: What is being taught? How is it being taught? How is the money being spent? How are schools governed?

How do schools fit into our representative government system?

- help develop in students a sense of pride and belonging in order to minimize vandalism and violence in schools.

- recognize that, if collective bargaining is part of the practice of a district, the plan must be congenial with the bargaining process or it will destroy the coalition. In essence, the plan must be neutral on issues being bargained and leave such issues to the parties.

A school board's development, adoption and implementation of a local community plan to rebuild public confidence in schools will transform school people from apologists to informed advocates and ambassadors of public education, and will involve more people in the dynamics of school operation.



H.E.W. examines itself and voc. ed. for bias;

H.E.W. FREE OF BAKKE-TYPE DISCRIMINATION, SAYS H.E.W. The only program an H.E.W. internal examination found that could be in violation of the Supreme Court ruling was an internship program for drug abuse counselors that was limited to blacks. But everything else under the main anti-discrimination laws covering race, sex and handicap passed muster, according to H.E.W.'s lawyers. Their reasoning, which has now become a consensus about the Bakke decision, is that the ruling was extremely narrow. It had to do with establishment of a racially preferential program in an institution where there had been no evidence of past discrimination. The court made clear that affirmative action programs that take race into account are permissible—provided they do not have the rigid quotas. And, the H.E.W. lawyers argue, their affirmative action programs are all embodied in laws passed by Congress which are connected to instances of past discrimination or the effects of such discrimination. H.E.W. actions under Title IX, the anti-sex discrimination law, and Section 504, which prohibits discrimination against the handicapped, are particularly immune to the Bakke decision, the legal review concluded.

BIAS TO BE EXAMINED IN VOC. ED. PROGRAMS. Initially, some surveys of school systems can be expected with real enforcement probably still a year away. Newly published H.E.W. regulations are sweeping, taking in schools, colleges, and other institutions and including bias based on race, sex, handicap, and language. The latter two—handicap and language—may pose the biggest problem for school systems, which for some years have been trying to deal with vocational programs that have either an underrepresentation or overrepresentation of women and minorities. Civil rights specialists note that under the Education for All Handicapped Children Act, and Section 504, handicap should not be considered an exclusionary factor in vocational programs. Nor should lack of facility in English restrict admission. Schools probably will find within the year new pressures to adapt their vocational programs to the special needs of handicapped students and to those from language minorities.

SCHOOLS MAY RESTRICT TEACHERS TO 'CITIZENS ONLY' AND OTHERS. On another split 5-4 vote, the U.S. Supreme Court approved the New York State law limiting employment as a public school teacher to citizens, aliens who are in the process of becoming citizens, or aliens whose national origin quotas are oversubscribed, thus precluding them from applying for citizenship. While previous high court decisions have ruled that states cannot bar aliens from practicing law or holding some civil service jobs, the new ruling, written by Justice Lewis F. Powell, said that education is different. Cit-

ing the historic Brown desegregation decision, among others, Powell, who was once a school board member, wrote in his opinion that education is "the very foundation of good citizenship," and that a teacher serves a crucial function as "a role model for his students, exerting a subtle but important influence over their perceptions and values." On the other side of the issue, the four-member dissenting minority called the decision "constitutionally absurd." Clearly chiding the conservative majority in the case, Justice Harry A. Blackmun wrote: "Is it better to employ a poor citizen-teacher than an excellent alien teacher? Is it preferable to have a citizen who has never seen Spain or a Latin American country teach Spanish to eighth graders?"

WHO PAYS, AND HOW MUCH, FOR PUBLIC SCHOOLS? A new compilation by the National Center for Education Statistics shows that in the last 20 years the proportion of elementary and secondary school support coming from local sources has dropped by more than eighteen percentage points from 56.6 percent to 38.4 percent in the 1977-78 school year. Federal support has gone from 4 percent to 9 percent and state governments from 39.4 percent to 44 percent. The trend has accelerated in the last 10 years with federal support remaining virtually unchanged, but local sources dropping nearly six percentage points and state support up nearly five percentage points. The money figures are astounding. Over 20 years the dollar amounts have jumped from \$6.9 billion to \$38.4 billion for local sources; \$4.8 billion to \$35.7 billion for state governments, and from \$500 million to \$7.4 billion for the federal government. No end in sight.

SCHOOLS FACE PENALTY FOR FRAUD, ABUSE, MISMANAGEMENT. What it means is that any organization dealing with the federal government could be found ineligible for further government money, if found guilty of misusing or mismanaging funds. H.E.W. also wants to include as grounds for "debarment" discriminatory practices on grounds of race, color, sex, age or handicap. The debarment rules stem directly from some of the well-publicized instances of fraud and abuse that have come to light in recent months. The provisions are not likely to be used routinely by the government, except in cases of gross abuse.

EDUCATION COMMISSIONER TRYs TO LAUNCH BASIC SKILLS PROGRAM. Commissioner Ernest Boyer, who resigned June 30, has asked Congress for \$35 million for the program beginning in September. Included in his request are a modest formula grant program, a large-scale planning and coordination effort and money for books, new technology, and parental and tutorial involvement.

Supreme Court leaves desegregation dangling

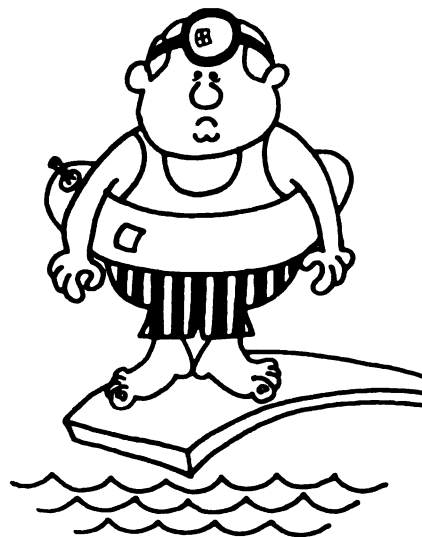
CALIFANO: THE CARTER ADMINISTRATION AYA-TOLLAH? To his campaign against cigarette smoking, Secretary of Health, Education and Welfare Joseph A. Califano Jr. has now added campaigns against indulgence in pot and overindulgence in alcohol. Picturing himself increasingly as the overseer of the nation's health and morals, Califano cited some worrisome figures about teenage pot smokers—an increase in one year among 12-year-old to 17-year-old regular pot smokers from 12.4 percent to 16 percent—and teenage alcoholics—3 million of the 12 to 14 million problem drinkers are teenagers. Schools may be getting some more federal dollars for both drug and alcohol abuse as a result of the Califano concerns.

TEACHERS BALK AT SERVING AS HEALTH AIDES. A case in point arose in Montgomery County, Maryland, where a student—who wasn't handicapped, but had an allergy to bee stings—needed someone at school to administer a shot, if he were stung. The school had no nurse or health aide and the parents of the child refused to have him transferred to a school that did. At first the superintendent ordered the principal of the elementary school to be prepared to administer the shot after all teachers refused to do so. But he later reversed himself because the teacher association contract, which covers both principals and teachers, prohibited teachers from administering medical aid. Teacher unions now are certain to press for similar provisions in contracts across the nation, as well as increases in the number of health aides and nurses in schools, to deal with health problems arising from implementation of mainstreaming of handicapped.

AGAIN THE U.S. SUPREME COURT HAS PASSED UP A CHANCE TO TELL SCHOOL SYSTEMS HOW LONG THEY MUST BE SUBJECTED TO A COURT-ORDERED DESEGREGATION PLAN. Although the court's most conservative member, William Rehnquist, objected, and Justice Lewis Powell, a former school board member, joined with him, a majority of the court refused to hear the plea of two school districts wanting to be released from further court-ordered desegregation. Beaumont, Tex., began desegregation under court order in 1970 and Valdosta County, Georgia, in 1971. In 1976, both were forced back into court on charges that segregation had returned with the presence of predominantly black schools within their systems. In both cases, lower federal courts ruled that the obligation to desegregate had been fulfilled by the initial desegregation plans implemented by the school districts. But in both cases, the Fifth U.S. Circuit Court of Appeals ruled to the contrary, saying further steps had to be taken. Justices Rehnquist and Powell contended that these cases offered the court a good opportunity to rule on

how long a school district must readjust to prevent segregation after initially desegregating their school systems. The objecting Justices claimed that the key *Swann* decision was being misinterpreted by the appeals court. They argued that the unanimous court decision in *Swann* stated that "one-race schools" (predominantly black) are justified in some cases and that once having ordered a desegregation plan for a school system, courts have no business continuing to police the system. □

Perform a death-defying act.



Exercise regularly.

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Reading, writing and Oops. If you think you've got problems making school budget cuts, consider the plight of the El Paso school district in Colorado Springs, Colo.: It's just been told that it owes the state more than half a million dollars.

Seems that the school district computer mistakenly counted a group of students twice and the school system received an extra, undeserved \$575,000 in state aid. School officials say the miscount was partially caused by the district's staggered schedule that was begun several years ago to handle increasing student population without having to construct another school. According to school officials, the employee who made the error "is no longer with us."

A similar error occurred in the school system in 1976, but in that incident a computer was not involved. The total school enrollment was miscalculated by 522 students; this slip brought the district \$360,000 more than it was entitled to receive.

And the consequences? The money that is due this year to the state because of the error has to be trimmed from the 1979 school budget.

It's everywhere. Sex education may bring howls of protest from some elements in the community, but in Moscow sex education finally is becoming part of the school curriculum. According to

Reuters news service, Moscow's education chief, Georgy Aseyev, says that "these days we have no alternative" but to have sex education in school.

Also from Russia comes the word that zippers in trousers are in short supply, as are toothbrushes. The official newspaper *Pravda* reported that since toothbrushes were unobtainable in some part of Siberia, readers were advised to clean their teeth with shotgun-cleaning brushes.

School is a blast. According to the Toronto Star: "Quebec city police interrupted an interesting experiment in applied science this week when they charged six chemistry teachers at a junior college with making bombs during class. This activity was part of a ten-day course on the 'the preparation of explosives.'"

All is not lost. The Oxford University Press, perhaps the most respected arbiter of the English language, has a new dictionary that takes a dim view of words such as "chairperson." The dictionary's editor, Joyce Hawkins, says the English look upon the use of "chairperson" with something akin to "mild amusement." She points out that the entirely proper word chairman was first included in the dictionary about a century ago and that it implies no sexual distinction. Hawkins' dictionary does allow the use of "chairwoman," which it defines as a "female chairman."

coming

• *Education Commission of the States*, annual meeting. For more information, write E.C.S., 300 Lincoln Tower, 1860 Lincoln St., Denver, Colo. 80295. In Seattle, August 22-24.

• *American School Board Journal Educational Conference*, sponsored by the National School Boards Association. For registration and/or free descriptive brochure, write N.S.B.A. Educational Conference Registrar, 1055 Thomas Jefferson St., N.W., Washington, D.C. 20007. In New Orleans, November 16-18.

• *National Women's Political Caucus*, special convention. Program specifically for elected women will be held Saturday evening, July 14. For registration information, write Susan Ousley, NWPC, 1411 K St., N.W., Washington, D.C. 20005, or call (202) 347-4456. In Cincinnati, July 13-15.

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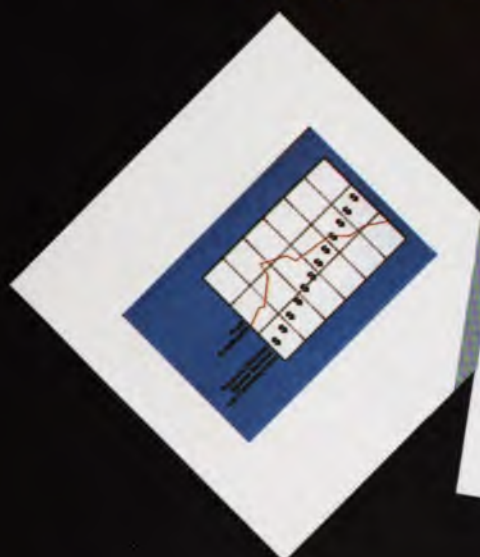
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The Cost of Decline

As school enrollments soared from 1950 to 1970 it was relatively easy to explain the increasing costs of education. More students meant more dollars needed to provide schools, teachers, services and programs.

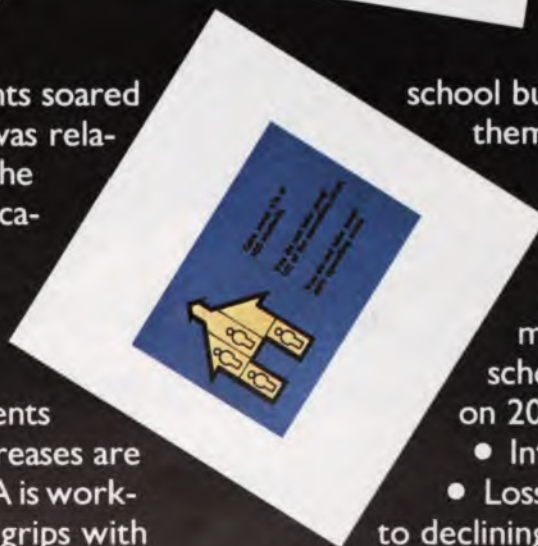
Today, however, when enrollments are decreasing, school budget increases are more difficult to explain. But AASA is working to help its members come to grips with this problem through its slide/tape package—**The Cost of Decline**.

The Cost of Decline zeroes in on the factors which contribute to increasing costs and explains why the old yardstick—per pupil cost—is no longer a good indicator of

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- Increasing educational standards
- Operating and maintenance costs
- Increasing mortgage costs on school buildings on 20 or 30 year terms
- Inflationary factors
- Loss of state revenue to declining enrollment
- Lag between personnel reduction and declining enrollment

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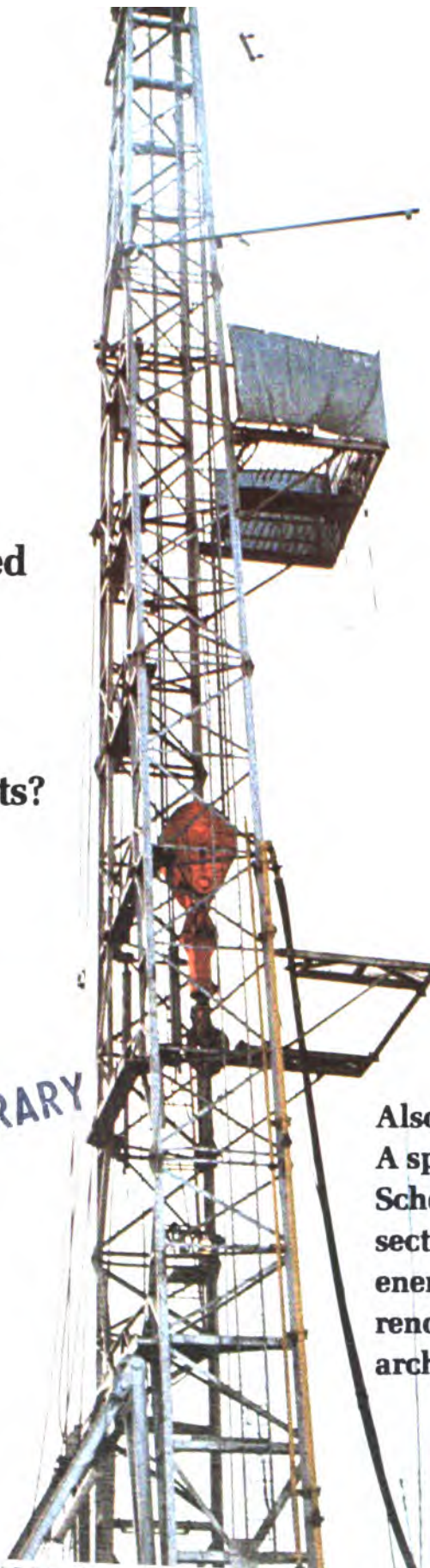
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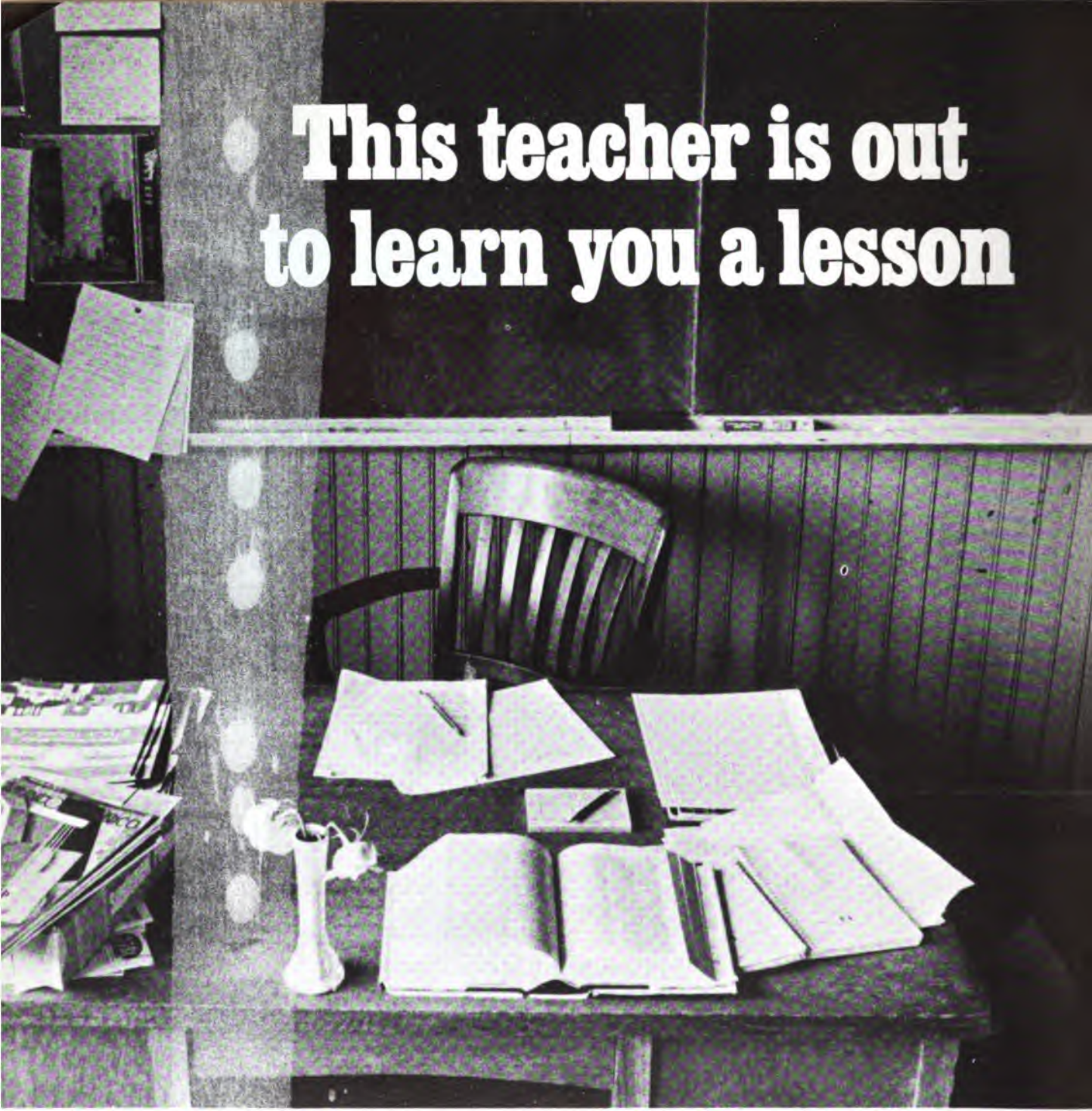
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This teacher is out to learn you a lesson

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AUGUST 1979/VOL. 166 NO. 8

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write us a letter

Address letters to: Editor, The American School Board Journal, 1055 Thomas Jefferson St. N.W., Washington, D.C. 20007.

Molding those well-rounded kids

SIR: As a firm believer in the importance of the arts and physical education for children, I feel the article in the March issue's *Journal after the fact* section [*Will students fail 'leisure'?*] did more harm than good.

Congratulations to the Maryland state board of education for recognizing the importance of the arts and physical education in educating the whole child; I cannot believe the board thinks the only goal is for leisure enjoyment, as the article suggests. Surely the board is aware of the many reasons for exposure to art, music, drama, dance, speech, movement, etc. Sensory perception and communication are basic tools for life-time skills. Experiences in seeing, hearing, doing, speaking, creating, expressing, concentrating, self-disciplining, sequencing, moving, making choices, developing attitudes and values all help "mold well-rounded kids."

I fear that your staff may not be convinced of this importance—because there's a lack of positive articles appearing in the JOURNAL on this subject. And as a general suggestion to the JOURNAL, could we see more covers and articles on success stories? The cover would be a wonderful place to feature the arts. We don't need bizarre photographs criticizing teachers and programs, just to attract attention.

RUTH WILSON
School Board Member
Marshalltown, Iowa

Pay students, too?

SIR: I really enjoyed Barbara Parker's article about Title I money used for teacher bonuses [*Should Title I money be used as teacher bonuses?* April]. I have been involved with Title I since 1965 and wonder if we might not get even more for our Title I money if the children got the bonus. We could use Professor Brown's proposal, but give 50 percent of the bonus to the students, based on how much they improved during the year and paid in cash on the last

day of school. This might help attendance as well as achievement.

JIM MCCLELLAN
Special Projects Coordinator
Winston-Dillard Public Schools
Dillard, Ore.

Yes, reading is fundamental

SIR: We very much appreciate your publishing Margery Thompson's article on Reading is Fundamental [*A federal book program that saves money and works—without paperwork*, April]. I hope the reaction you receive to this publication matches the interest it has focused on our Inexpensive Book Distribution Program—our mail has been full of requests for information.

RUTH GRAVES
President
Reading is Fundamental, Inc.
Washington, D.C.

The emperor is naked!

SIR: There are few people, in any time, who are willing to declare the emperor's nudity when everyone else is treating him as magnificently clothed. Thus it was with real pleasure that I read Superintendent Robert Jewell's criticism of overspecialization in our schools [*Superintendent says schools too specialized, Journal after the fact*, April]. His courage to call a spade a spade leaves me with hope for our children.

MARLYN L. BUSHENDORF
School Board Member
Eau Claire, Wis.

Cooperation is the foundation

SIR: I was pleased to see information about our successful vandalism prevention program highlighted in the April *Journal after the fact* section [*Pay students not to vandalize*]. However, I believe the headline and your condensation may give readers a distorted impression. In my opinion, your headline (*Pay students not to vandalize*) rather than our title ("Vandalism Prevention Partnership Pays Off") places the emphasis on a liability rather than an asset. Cooperation was the foundation for success and peer pressure was instrumental in preventing vandalism and/or identifying those individuals who will-

fully destroyed school property. As I stated in the original article: "This particular aspect of the plan persuaded many young people to take their citizenship responsibilities more seriously than they had in the past. Students, after all, would now have a voice in how 'saved' money would be spent, and they played a more active role in protecting their school's investment."

Our goals were to save the district money and create a more caring attitude within our student body. Thankfully, we are now moving positively toward the accomplishment of those aspirations, whereas in the past we were stagnated in a frustrating dilemma.

RICHARD N. SUPRINA
Principal
Hauppauge, N.Y.

Watch your grammar

SIR: I found the article on testing of teachers and teacher applicants [*You might be able to test teacher applicants, but no board has ever been able to test working teachers*, May] interesting and frightening. As a member of the teaching profession, I would like to think my colleagues and I are truly professional; unfortunately this is not true.

I have one comment to make about Dan Alexander and his campaign to test teachers. If grammatically incorrect letters written by teachers bother him so much, how does he feel about his own grammatically incorrect statement, quoted in the article: "Two plus two is four no matter who you ask the question of"?

ANN WOLF
Counselor
Holy Family High School
Lindsay, Neb.

Watch our grammar, too

SIR: I read with interest the article entitled *The story behind the books you didn't read last year* [April]. In it you refer to "a disinterested public that collectively yawns whenever education issues are discussed." Didn't you mean "uninterested"? "Disinterested" means "unbiased."

ALFRED R. MATTHEWS
Decatur, Ala.

School fires are never forgotten

By Margery Thompson

Here's a book that will send you racing to check on the fire safety program in your schools. It is the story of a school disaster that could have been prevented—and unfortunately could strike again.

In 1958, a fire in Our Lady of the Angels elementary school in Chicago killed 92 children and three teachers. *The Fire That Will Not Die* is an account of that tragedy and its aftermath as told by one of the fire's survivors. It also is author Michele McBride's effort to come to terms with the horrors that maimed her at age 13, and have made her subsequent life a painful physical and emotional journey.

McBride recalls in vivid detail the afternoon of the fire. Her eighth grade class was handing in assignment papers when a boy went to open the back door of the classroom, because the air in the room was warm. He yelled when the door knob scorched his hand. The teacher, wrapping her hand in her nun's habit, opened the front door; smoke rolled in from the second floor corridor. Moments later, children crowded to the windows in a vain effort to escape the heat and smoke.

"What frightened me more than the fire," McBride remembers, "was the panic in the room. Seeing classmates change into struggling monsters battling for air. . . . I expected someone to control the rioting group."

Thirteen minutes after the fire started, the building alarm rang. The alarm was not connected to the fire department alarm headquarters, however, nor did anyone in the school telephone the fire department. In one of the book's more chilling comments, McBride writes: "While everyone at Our

The Fire That Will Not Die

by Michele McBride
246 pp. Palm Springs, Calif.
E.T.C. Publications. \$10
This book may be purchased
from your local bookstore
or ordered directly from
E.T.C. Publications
P.O. Box 1627-A
Palm Springs, Calif. 92262
(Enclose check for \$10.50 with
direct orders.)

Lady of the Angels knew how to march in a fire drill, few knew how to report a fire. . . . Had the alarm system been rung when the fire was discovered it is probable that the second story corridor of the north wing would still have been passable."

Even as the building filled with smoke, neither the children nor—apparently—their teachers, fully understood the danger. When children began to smash windows in the classroom and jump out, McBride hung back until she was aflame and was forced to jump. "I misjudged the danger of fire. I did not know how fast fire travels or that hot smoke can kill," she says. "I thought that walls were safeguards that neither fire nor smoke could penetrate. I thought I could safely wait for the firemen to come."

A passerby finally telephoned the alarm, but when firemen arrived an iron fence barred them from the north wing of the building where students were trapped. Even after the fence was beaten down, the fire ladders were too short to reach second floor windows. Had there been a fire alarm box outside the school building, more equipment automatically would have been called to the scene. Or had automatic sprinklers been installed in the building, the fire that started in papers stored under the stair-

well—against fire regulations—would have been extinguished. Or had the stairwell to the second floor been enclosed, and a vent installed to carry off smoke, the corridor would have been a clear exit for the children. If there had been an alternate exit, then children could have fled the fire. The book is full of all the terrible "ifs" and "might have beens" that will haunt any school person responsible for the lives and safety of children.

McBride tells readers in *The Fire That Will Not Die* that she was not to know all of these details for years, and she describes most poignantly her terrible need to know what happened on that day. She describes the conspiracy of silence surrounding the tragedy and the effects the fire had on her community; and she talks about her anger—at being alive, and suffering, and at the adults who failed her in the crisis—and her continuing guilt because she had survived when others had died. One sad example: Years after the fire, McBride was on a bus and met the mother of one of the fire victims. When the woman recognized McBride, she lost control and screamed, "Why did you live and my son die?"

McBride's book is not a denunciation of anyone, but instead is an effort to divert her anger into constructive channels. She describes her injuries, not to fix blame or plead for sympathy, but to make people—including board members and administrators—understand and be properly aware of the dangers of fire. She is an advocate for a national rehabilitation program, called the Phoenix program, to help burn victims and their families. And, in a brief, unemotional final chapter called "It Need Not Have Happened," she points out what mistakes and oversights were made, so that school officials can make good use of the terrible lessons she and others have learned since that tragic day. □

Margery Thompson is an associate editor of the JOURNAL.

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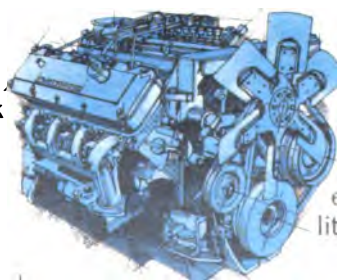


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Quick! Tell me how to buy . . .

. . . security systems

Let's say your school district has invested money in a security system that from all indications is vandalproof; there are locks on all offices, classrooms, entrances and fire exits, and only appropriate personnel have keys. The inside of your schools are protected against intruders at night by an electronic surveillance and alarm system, and you've contracted with a private agency to watch the premises and respond to alarms. Bars have been installed on first and second floor windows, and you've purchased indoor and outdoor bullet-proof lighting fixtures.

But there may be one major loophole at the heart of your security system: all those locked doors, and files, and cabinets. In short, the most basic element in your security system also may be the weakest one, because lock systems quickly degenerate for several reasons: loss of control of keys through personnel changes and turnover; loss, theft, and unrecorded and uncontrolled duplication of keys; and lack of consistency within a system. (As new buildings are added or locks are replaced, different makes of locks and keys make control more difficult to monitor.)

Although sophisticated electronic security systems have gained in popularity—especially in urban areas—security industry representatives suggest that the best security for a majority of school systems probably still consists of locked doors and a guard at night. If locks are relied on, they should be used systematically; there should be a plan to ensure *reasonable* security.

Before overhauling your present locking system, however, ask manufacturers several questions:

- Will the company conduct a door-to-door security inventory prior to making suggestions tailored for the specific needs of each building? Will changes in

your system be extensive—or can adaptations be made to the existing locks?

- What are the preventive and control maintenance costs of an individual system? (Preventive maintenance means checking for secure door fit and lubricating locks, and is inexpensive. But control maintenance, removing and replacing locks when security is violated, can be extremely expensive.)

- Does the manufacturer offer some systematic plan for control of the lock system?

Security experts say you should look for a system that is logically organized, easily monitored, and also provides low-cost control maintenance. Several manufacturers produce an interchangeable core lock based on a master key system that offers unique advantages. Here's how it works:

When a system is set up (whether for one school building or all schools within a district), the combinations of lock cores are fed into a computer in sequences that are segregated according to specific buildings and areas. Designated personnel have keys for general access, and others have keys for only specific areas or rooms. Normally only one master key is made that opens all locks within a total system. Each system is tailor-made: Sequences relate to departments, so that a department head may have a key opening all doors in the department, while a teacher would have a key for only a specific classroom.

A control key (one per system) removes the lock core, so that if a key is lost or stolen, within ten seconds the core can be removed and a new combination core inserted. This does away with outside locksmith charges.

This type of system offers immediate, in-house control through key registering and quick lock replacement. Because keys are designed so that they cannot be duplicated commercially, you know exactly how many keys are in the system at a given time and who has them.

At a cost of \$1,000-\$1,500, you can purchase lock maintenance equipment, and maintenance personnel can be trained to remove lock cores, add new combination cores, and make appropriate keys. Additionally, the combina-

tion of the cores of all locks—from door locks to locker locks—can be integrated within one central system. And the lock cores of one manufacturer can be inserted in the existing locks of other manufacturers.

Finally, this master key system offers controlled expansion: As new buildings are added, locks can be fitted quickly into the combination scheme. A manufacturer's computer can set up an initial system that includes 4,000 to 275,000 different combinations, and master keys can be expanded to the millions. □

new for boards to buy . . .



Be alert. Designed to augment local security measures, the **Emergency Team Alert System** enables schools to use their own personnel on a team basis to stop violence on campus. The emergency alert system consists of an emergency-alert telephone, which is usually installed in a school's administrative office, and a number of tiny, portable emergency-alert receivers that are carried by members of the school's emergency team. The team comprises coaches, teachers, administrators, or whoever else meets the school's needs. When trouble breaks out, one merely lifts the handset on the hot-line telephone, and all members of the emergency team are warned of a problem by a continuous tone from their portable receivers. This is followed by instructions on the nature and location of the trouble and allows the

For valuable technical assistance in the preparation of this article, the JOURNAL is grateful to Bob Staley and George McCrory of Best Lock Corp. For more information, please check Security/Fire Protection on the reply card facing page 40.

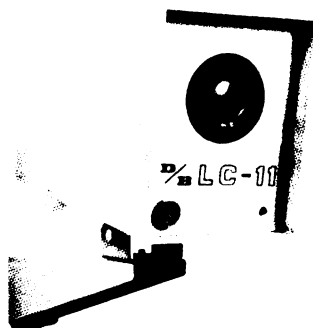
emergency team to converge quickly and quietly on the trouble spot. From Dukane Corp., St. Charles, Ill. For details, circle 50 on reply card.



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Water sensing alarm ... Six inches in diameter, frisbee shaped, and weighing only ten ounces, this **water sensing alarm** emits a loud, high pitched alarm when activated by water seeping beneath the device. Able to detect water levels between 1/64 and 1/8 inch above the floor, the water sensing alarm is battery operated and has a solid state circuit. Developed and manufactured by Dorlen Products, the alarm can sound for up to 24 hours and can be easily heard throughout a two-story building. For more details, circle 52 on reply card.



35mm security camera ... Easy to install, easy to load, and easy to unload, this security camera can be tied into any alarm system and is virtually silent in operation. Produced by D/B Cameras, a division of American Electronics, Inc., this **camera offers a wide-angle lens**, a continuous sequence photography, and lockable steel housing to prevent tampering. The film cartridge accepts 8 or 14 feet of 35mm Kodak 400 Surveillance Film, enough to record any critical event, but short enough for processing anywhere. For more details, circle 53 on reply card.

Wireless security system ... Seaboard Electronics has developed a security system that warns of burglary, fire, toxic fumes, flooding, and just about anything else you can think of. One hundred percent solid state and wireless, the system consists of four components: a sensing device, a radio transmitter, a decoder, and a printer. The **sensing devices** range from a simple device that reacts to a jimmied door or a broken window to a sophisticated radar detection unit that can "see" an entire room. When the sensing units detect an emergency or hazard they trigger the transmitter to send a coded signal to a central location. There the message is decoded and processed by a printer. The result is a printout showing the location of the trouble, the nature of the emergency, and the exact time the first signal was transmitted. For more details, circle 54 on reply card.

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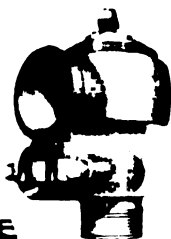
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8 (For details, circle 14 on reply card.)

the Journal adviser what would you do if . . .

a board member wanted to check personnel files of administrators?

Board Member Maggie Strong receives a call from a citizen upset with the involuntary transfer of a school administrator. Since she's going downtown anyway, Strong decides to look into the matter. She arrives at the central office at lunchtime and when the secretary tells her the personnel director is out to lunch with the superintendent, Strong says: "Well, never mind. I'll just have a look at those files myself." She's done this before. As Strong heads for the personnel file cabinet, the secretary positions herself nervously in Strong's path. "I can't let you look at those files anymore," she says. "My boss told me only the whole board or the superintendent could give permission. I'm sorry, but you'll have to come back when the superintendent is here."

At the next board meeting, Strong makes a statement. She explains that it has been the standing practice of some board members to go to the central office to look over resumes and the results of job interviews. How else, she asks, can a board member make an informed decision? She also quotes the board's bylaws, which echo state law in saying that "the superintendent shall keep board members fully informed of all matters within their charge."

Strong continues: "After my fruitless visit to the personnel office last week, the superintendent called me and rather rudely accused me of meddling in the day-to-day administration of the school system. He announced that he would release those persons' credentials only with a majority vote of the board. My question: Given the board's legal obligation to oversee personnel matters, and given the language of our own bylaws, how can a board member be refused access to routine information that already is available in the office, and that is not protected by any privacy laws?"

The superintendent claims that the case in question—the administrator's transfer—was not a routine administrative matter. He adds that on several occasions Strong has gone directly to his staff for files and papers without first informing him or the board. Strong's actions, he says, upset the staff, and it is his responsibility to stop unwarranted interference and maintain control over his office.

As president of this school board, what do you do?

A. Agree that the superintendent erred in refusing Strong access to the files, and direct him to permit such reviews in the future.

B. Caution Strong that a board member, by virtue of her position, does not always have unrestricted access to all district records. In the future, these matters should be left to the superintendent's discretion, and his permission should be sought.

C. Allow Strong to review the file this time, because no confidential records are involved. But suggest that the bylaws be amended to include impartial, fair procedures by which a board member can request information or challenge administrative decisions.

D. Reprimand Strong for acting on her own without board authorization, and bullying the office staff.

FOR THE ANSWER, TURN THE PAGE UPSIDE DOWN.

THE ANSWER: C. This classic problem points out the conflict between the right of a board member to know, and the responsibility of the superintendent to administer. A balance can be achieved only if the board sets clear, impartial rules covering the collection and review of administrative data by individual board members, and spells out ways those decisions can be challenged. In the present circumstances the superintendent probably should have permitted Strong access to the files. But if she had only if the request was time-consuming, costly, or disruptive, the superintendent would have been justified in denying the request. Answer B, therefore, also applies, but will not solve the problem. The board should formulate a bylaw, stating that individual board members will not give direct orders to individual staff members, except for requests for simple secretarial services (as the workload allows). Requests for information or challenges to decisions will be made through the superintendent, with appeal to the board if necessary. Answers A and D are too categorical—even punitive—and will not help the situation.

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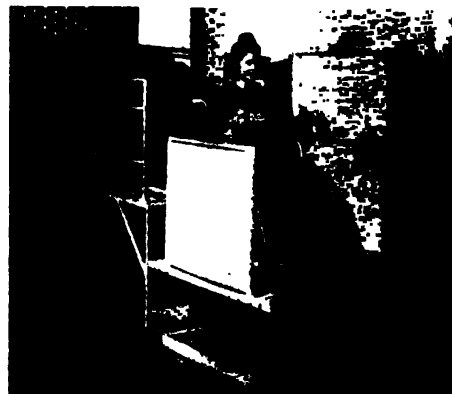
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journal after the fact



School finance reform fails, says Rand

In a recently published report on school finance reform, the Rand Corporation declared that attempts at devising an equitable means of statewide school finance have failed, and that no successes are expected in the near future.

School finance reform became a national topic in 1971 after the *Serrano* decision. In this landmark case, the California Supreme Court ruled that the existing state system of school finance was discriminatory and that it violated the constitutional rights of students in poor school systems. The culprit, the court claimed, was California's heavy reliance on local property taxes to finance the public schools. Because property wealth varied from district to district, revenue to support public schools also varied. Result: Property-rich districts would provide better schools than poor districts, which could not properly finance their schools. As far as the court was concerned, there was a clear and present need for a more equitable means of financing public education.

The point was well taken. Within a few years, 52 similar actions were filed in the courts of 31 states in an effort to reform public school funding. Soon, nearly half the states in the nation had restructured their school finance systems in hopes of attaining equity. But now comes the Rand Corporation report claiming the attempts at school finance reform have failed. The report, which delves into the finance reforms of five states—California, New Mexico, Florida, Kansas, and Michigan—concludes that the reforms "have not dramatically reversed, or even shifted, the relationships that gave rise to the re-

form efforts."

Why the failure? The report cites two reasons.

First, the reforms in these states were compromises among diverse and conflicting goals. In the course of the debate over reform, two competing concepts of equity arose: equalization and fiscal neutrality. Equalization was intended to even up the distribution of per-pupil spending from school system to school system throughout a state. This concept required the direct intervention of the state into the spending decisions of local systems. Fiscal neutrality, on the other hand, was less ambitious. It merely aimed to ensure that all districts had equal access to educational funds, with local boards still making all the budgetary decisions. As the Rand report notes, state finance reforms were a compromise between the two concepts, which are contradictory. Equalization of per pupil spending requires the state to assume many of the local spending decisions traditionally belonging to school boards. And the report says any attempt to allow local districts to take part in this decision-making chore rules out equalization.

Rand also points out a political conflict inherent in any equity plan. The legislatures of the states investigated showed a reluctance to take money away from the high-spending districts and transfer it to the low-spending systems. Thus the states took to leveling up, or leaving the high-spending districts alone while pumping money into the low-spending school systems in efforts to bring them up to par. But the report says the extra money going into the

low-spending districts did not find its way into instructional activities. Instead, the money was going for such things as maintenance, equipment, and building improvements. The report claims that the gap in instructional expenditures between rich and poor districts was unchanged by the reforms. As the report says: "The states dissipated much of the additional resources they have put into their reform efforts."

Add-ons and adjustments that became part of the reform laws were cited as the reason for equalization's failure. The reluctance of the state legislatures to take from the rich and give to the poor, and the peculiarities of each state's financing procedures, opened finance reform formulas to a plethora of amendments. In effect, these extras protected the revenue sources of the high-spending districts. Result: It became possible for a state to adopt an ostensibly equitable school finance plan that in reality changed little.

The Rand report is not entirely pessimistic, however, and does note that the reforms achieved some success. For example, the reforms substantially loosened the ties between school revenues and the size of the local property tax base. The reforms also equalized somewhat the local property tax rates of the states' school districts, and the "leveling-up" of the low-spending districts brought many school systems an increase in state aid. But when judged against the ills that prompted them—disparity of revenues among districts, and disparity in instructional expenditures—the report finds that the reforms have reformed little.

Teachers as board members: In the mold

Teachers who win seats on boards of education often find themselves the targets of suspicion and mistrust from other board members. In at least two northern states, for example, the state school boards associations have backed legislation that would prohibit teachers from being elected or appointed to serve on school boards. The problem: Some education officials believe that the professional self-interest of teachers disqualifies them from taking part as board members in activities such as negotiations, grievance procedures or making decisions about teacher salary and benefit schedules. But according to Steven Cole, a high school principal in New York, these suspicions may be unfounded because teachers who serve as school board members aren't all that much different from board members who earn livings in other ways.

Cole completed a survey of school board members in New Jersey in an at-

tempt to discover two things: how teacher board members and nonteacher board members and superintendents agree on expectations of the role of board member; and differences in effectiveness—when measured by a superintendent—of teacher board members.

Cole found that in New Jersey, at least, "there was no significant difference in the degree of consensus between teacher board members and superintendents, and nonteacher board members and superintendents on the proper role of a board member." Cole says this finding may help debunk the myth that teachers who serve as board members will, by virtue of training and experience, want to become involved in the technical decisions that are the sole province of the superintendent.

In answer to the second question concerning effectiveness of board members, Cole says that the superintendents surveyed claim there is no significant dif-

ference in performance effectiveness between teacher and nonteacher board members.

In addition, the survey turned up or surprise: According to Cole, not only are teacher board members and nonteacher board members alike on job expectations and performance, but "it was found that nonteacher board members were more like teacher board members than they were like their superintendents in their preferences for duties and responsibilities relating to the school board member role."

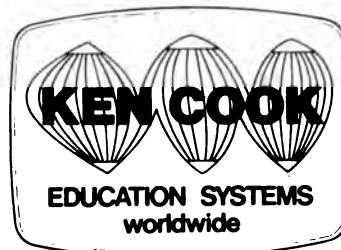
Cole concludes: "Debates regarding the relative merits of having a teacher serve on a local school board will continue. We may hope, however, that those who discuss the subject will reach a point in their arguments where they will look beyond the stereotypical characteristics for successful board membership and focus, instead, on the merits of the individual board members."

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Union leaders become angry pen pals

The recent scuffle over the proposed separate cabinet-level department of education provoked an exchange of what the American Federation of Teachers (A.F.T.) called "poison pen letters" between National Education Association (N.E.A.) President John Ryor and A.F.T. President Albert Shanker.

Ryor fired the first salvo; here are excerpts from his letter:

"... Your recent decision to ally A.F.T. and A.F.L.-C.I.O. with hard-core antiemployee organizations like the Public Service Research Council (P.S.R.C.) and the National Association of Professional Educators (NAPE) constitutes nothing less than a betrayal of the entire union movement in the United States.

"N.E.A. was dismayed when you chose to align yourself and A.F.T., A.F.L.-C.I.O. with the father of tuition-tax credit legislation, Senator Daniel Patrick Moynihan and with the Senator S.I. Hayakawa, who has openly expressed his desire to cut all federal funding to the nation's public schools. We

were disturbed by the misleading and distorted information on the issue of a cabinet-level department of education in your weekly column in the *New York Times*.

"But this latest maneuver—alliance with those spearheading efforts to deprive public employees of the right to collective bargaining—goes beyond the perimeters of reputable dissent and constitutes a sellout of those you claim to represent....

"It is beyond comprehension that you would willfully choose to associate A.F.T. and A.F.L.-C.I.O. with organizations who are determined to deprive our members of the most basic rights of representation, merely in an attempt to win a victory over the National Education Association. There can be no justification for such behavior. I commend to your attention Matthew 16:25-26: 'For what a man profit if he shall gain the whole world and lose his own soul?'

Shanker quickly defended the A.F.T.'s stand; this is part of what he said:

"... You offer nothing more than a

transparent publicity stunt—a last gasp effort to gain a little attention at a time when your bill is losing some of its support.

"Your letter and the smears it contains are so absurd that they hardly merit a reply, but for the sake of a few who might have been confused by you.

"I was amused when you called my actions 'nothing less than a betrayal of the entire labor movement.' This is the first evidence I've ever seen of your concern with the labor movement. For over two decades the N.E.A. worked hard to hide the fact that it was a labor union. The antiunion literature N.E.A. circulated in collective bargaining campaigns is as vitriolic as that of the Right-to-Work Committee. And, if you're so concerned that the labor movement not be betrayed, how can you justify keeping 1½ million American employees out of that very movement? And didn't you break off merger talks with the A.F.T. largely because the question of affiliating with the labor movement was a nonnegotiable issue?

"There will be no doubt in the mind of any reasonable person as to which one of us is involved in 'a betrayal of the entire union movement in the United States.'

"Your second point is that the A.F.T. and A.F.L.-C.I.O. chose to align ourselves with two senators who supported tuition tax credits. But what about the N.E.A. on this score? If we are to adopt the principle of guilt by association, the N.E.A. must tell us why it has allied itself on the separate education department issue with individuals and organizations who oppose public employee collective bargaining, are against civil rights, and would destroy public schools through tuition tax credits.

"Since you want to play this game, you should notice that you are in bed with such strong supporters of the education department as Strom Thurmond, who once ran for President of the United States because the Democratic Party adopted a civil rights plank; Orrin Hatch, leader in the filibuster against labor law reform; Senators Packwood and Ribicoff who are coauthors of the Packwood-Moynihan-Ribicoff tuition tax credit bill; and Jake Garn, leading fighter for repeal of the Davis-Bacon law....

"Another N.E.A. ally on this issue is

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"This is the first time a graduating class has dedicated their yearbook to the cafeteria manager."

(For details, circle 16 on reply card.)

the National School Boards Association—a major opponent of collective bargaining for teachers. Needless to say, I could go on.

“All who are active in politics will understand that there is a difference between groups you *choose* to work with on the one hand, and those with which you find yourself on the same side, on the other. . . .

“There is nothing wrong with being on the same side of the separate education department issue with these groups because there is nothing in the issue that relates to unionism or collective bargaining for teachers. Besides it’s always a good idea to look in your own bed before criticizing other people’s bedfellows.

“Perhaps you should take heed of the

words of the Prophet Isaiah, Chapter 38, Verse 1, and ‘Set thy house in order’ before taking any more pot shots at the A.F.T.”

Shanker ended his letter with a postscript that just might be tinged with sarcasm: “John, I hope one good thing will happen from this fight with me is that it will help you with your reelection as president of N.E.A.” It didn’t.

Handicapped hurt most by gas shortage

Gasoline is in short supply, and next year will be “the most difficult year, a terrible year” for student transportation, predicts Billie Reynolds, executive director of the National School Transportation Association (N.S.T.A.). As this past school year ended, school bus contractors in California, New York, and New Jersey faced serious fuel shortages, and Reynolds says school bus companies in other states also experienced problems obtaining fuel. Because gas stations received an average of only 85 percent of their usual allocation, they passed on to their first priority cus-

tomers—including school bus companies—15 percent less gas than usual.

School bus contractors are looking elsewhere to find the missing fuel. According to Reynolds, contractors in some areas are looking to the state set-aside programs—the states’ gas reserve programs for emergency vehicles. In other areas they’re cutting back the number of operating buses—one California contractor is running 9 of his 18 buses; another with a 20-bus fleet simply is not running at all. And all over the U.S., contractors are waiting, with the rest of us, at the pumps.

“Special education suffers the most,” Reynolds adds, “because the smaller buses often must travel through several school districts to gather students.” Reynolds estimates that in June at least four school days for handicapped pupils were lost in several districts because smaller buses had to spend time waiting at the pumps.

And next year? In California, plans are being developed to cut back on school bus use by increasing the maximum distance a student must walk to school: from 1.5 to 2.5 miles. This is hardly an ideal situation, and Reynolds

the tools of a successful negotiator



These two publications by the New Jersey School Boards Association will make the difficult task of bargaining considerably easier. For the first time, *Negotiations 79* and *Costing Out the Labor Agreement* are being sold as a package for \$8.50.

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anticipates problems: "The kids will ride their bikes and walk to school, and that's more dangerous. Or parents will drive kids to school, and that will use more fuel than the buses."

School bus companies are actively seeking ways to cut their fuel consumption. "But after the 1973-74 crunch, they have already reduced use by 10 percent," Reynolds laments. The irony is that allocation is based on use, so that those companies that have conserved fuel are now being penalized the most.

"More contractors want to switch to diesel," Reynolds notes, "but they want

the assurance from the federal government that the Environmental Protection Agency won't get after them for violating air and noise pollution standards. And in some states so many vehicles are being converted to burn propane fuel that manufacturers are having a difficult time keeping up with demand. The Department of Energy has a contract with the Massachusetts Institute of Technology to develop long-range transportation plans using 15 to 20 percent less fuel, but that won't get children to school in September or during the winter months," she adds.

Reynolds's N.S.T.A., which represents 40 percent of school bus contractors nationwide, recommends that school boards prohibit high school students from driving to school unless they are in a mandatory work program. The N.S.T.A. estimates that this extra fuel would keep many communities from being short on gas.

Reynolds adds: "In the meantime, school boards in the snowbelt may have to consider closing schools for a six-week hiatus in the winter, as they do in one Oregon community, and then staying open part of the summer."

Should schools pay for good grades?

The New York State Board of Regents has proposed a tough competency test (meaning one that probably would show many twelfth graders unable to read, write or compute at twelfth grade level) that seniors must pass before they get their diploma. Educators figure about 10 percent of New York City's students will fail the examination when it is

finally instituted in 1981; most agree that number is unacceptably high.

Richard N. Hughes, senior vice president of WPIX television in New York, would like to use this regrettable situation as an opportunity for education research—to find out if it is students or teachers who lack the necessary motivation. "Let the board of education

choose 20 classes of 30 students each in various parts of the city to give a fair socioeconomic picture of the school system as a whole," writes Hughes in a *New York Times* opinion column, which was adapted from a WPIX editorial. "In 10 of the classes, each student would be offered a cash payment at the end of the term of \$100 for a 'C' grade, \$300 for a 'B' and \$500 for an 'A.' The prospect of getting \$500 at the end of the term should take care of student motivation," posits Hughes.

"In the other 10 classes, the students would be given no cash incentive and, unbeknownst to students, the teachers would be awarded a cash bonus of \$2,000 for a class average of 10 percent higher than the control group, \$3,500 for an average 20 percent higher, and \$6,000 if the class performed at a level 35 percent above the control group."

Hughes adds: "In all cases, testing at the end of the term would be administered by the board to guarantee the integrity of the examination and the students' achievement."

The best that can be said for Hughes is that his heart is in the right place. His concern is that 10 percent of New York City's seniors will not be graduated or will be given "Jim Crow diplomas" that simply signify they attended school for twelve years. As Hughes says: "That is simply too large a problem to ignore." Fine, but what would his experiment prove? That students lack motivation? That teachers lack motivation? That they both lack it but will acquire it if the money's right? And if those questions are answered, what does a school official do with that information once the reporters are gone and an "A" is no longer worth \$500?



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—then plan now to be in New Orleans, November 15-18, for the 1979 Educational Conference of *The American School Board JOURNAL*.

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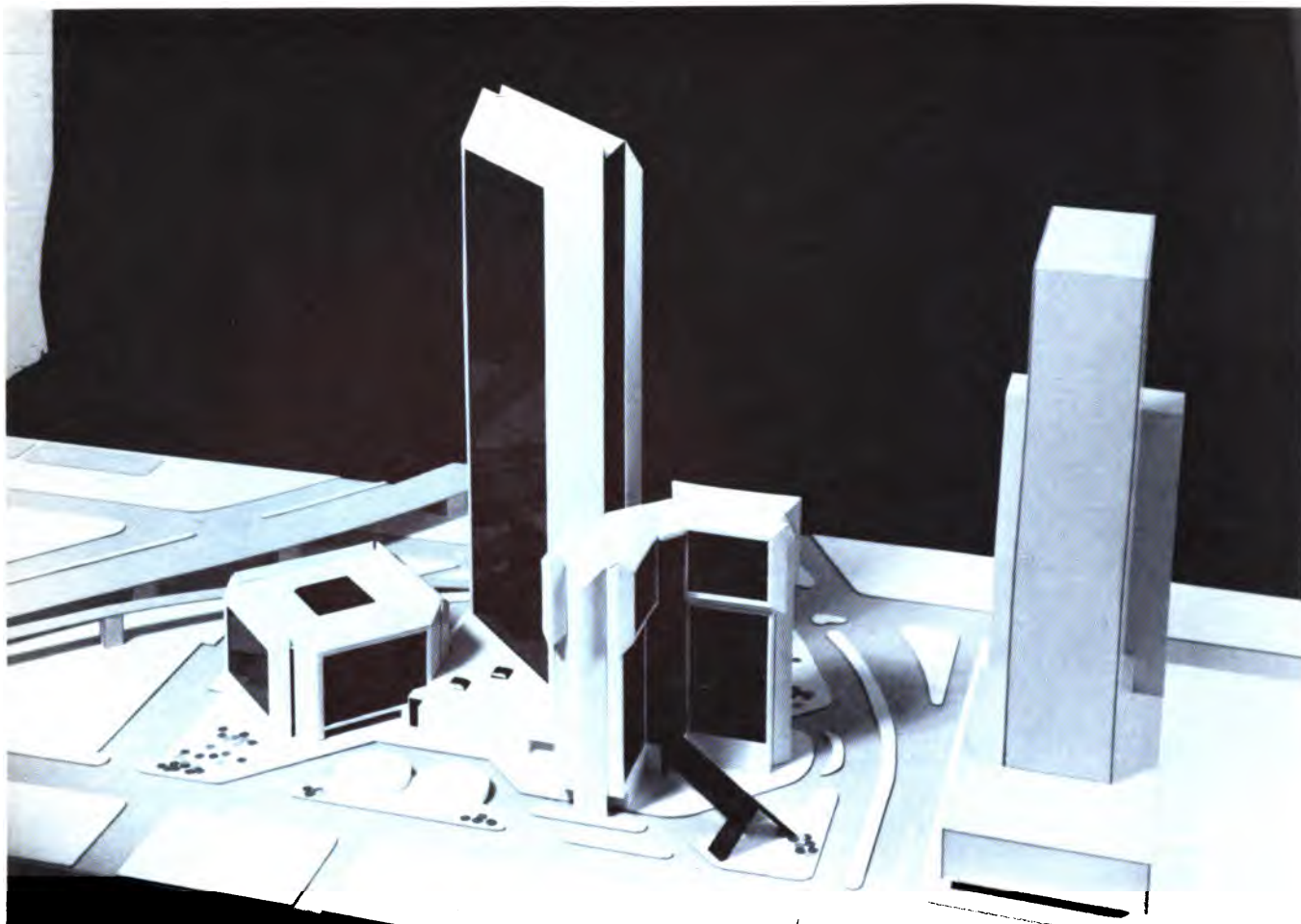
trators, and others back home. And *free* follow-up consultation (through mid-January 1980) will be available to you as a workshop participant. This means that for the workshops you select, you may call on the faculty for assistance or reaction to a problem or concern related to the workshop topics. That's right: The *JOURNAL* will work with you even beyond the conference itself—helping you to develop your ideas and plans of action further by enabling you to tap the expertise of our faculty—free of charge—during the weeks immediately following the New Orleans conference.

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1. How To Set Up a True "Basics" Curriculum in Your School District (7½ hours over 2½ days). In this workshop you'll construct three things: (1) a working definition of "basic education"—no easy task, considering the multitude of "definitions" and interpretations that abound today; (2) a specific set of academic expectations that your school board should associate with each of the disciplines in the "basic" curriculum, and (3) a series of ways for your board to set up a true "basics" curriculum in your schools, including such matters as promotional standards, early diagnosis of learning disabilities, inservice training for your teachers, advanced placement opportunities for gifted and talented students, administrative support of the basics approach, and K-12 curriculum design. **Graham Down**, Executive Director of the Council for Basic Education, and **Elsie Harley**, a well-known associate superintendent for instruction, are the faculty team for this workshop. Each is an outstanding authority in both the theoretical *and* practical aspects of basics education.

2. How To Understand, Use and CHANGE a School District Budget (7½ hours over 2½ days). Working under

*A complete registration brochure appears in this issue of the *JOURNAL*, on pages 23 through 28.



Although still only an architect's model, Eastern Gateway will pierce the Dallas skyline with new headquarters for school officials, hotel rooms for tourists, retail and office space for business, and possibly a magnet school.

throughout the state, indeed across the country, sold or otherwise relinquished all of their Section 16 land, Mobile board members over the last century have maintained a firm grip on their prized property. Today, the school system has 23,000 acres of prime timberland. Actually, the state *owns* the land, but the schools went to court in 1945 and won a ruling that gave them the right to "direct, manage, and control" all Section 16 land. That decision enabled the Mobile schools to turn their property into a gold mine.

Well, not quite. Oil wells, yes, but no gold. According to Dr. Norman Berger, chairman of the school board's Lands Committee, the schools lease four oil wells to the Getty Oil Corp. and receive approximately \$50,000 per month from the lease arrangement and from royalties on the oil itself. Although the schools have nothing to do with the day-to-day operations of the oil wells, school officials have retained a respected oil industry consultant. "Things are happening so fast in the oil industry," says Michael Rogers, director of

land management for the Mobile schools, "that without our consultants we'd be babes in the woods."

But when it comes to managing the schools' timber, the babe in the woods is king of the forest. Rogers is a professional forester—one of two the schools employ—and he supervises the growing, harvesting, and sale of the schools' timber. Several paper companies have offered to assume the management responsibilities for the land and give the school system royalties on the timber, but Rogers sniffs at the idea. "None of those proposals would net us what we're getting now," he says bluntly. "We think our forest management is better than theirs anyway."

Rogers and Board Member Berger are conscious that the Mobile school board is a public body in competition with private enterprise, but Rogers downplays the competitive angle. He points out that the schools contract with local companies to cut down the trees, to haul them away, and to plant new seedlings. Berger is frank on the issue of competition: "We should not take money and

gamble it on real estate ventures, but nothing says we can't sit back and wait for offers."

Nothing the land management office does costs the schools money, both Berger and Rogers explain. The revenues the schools receive from various leases are recycled into the general operating budget each year; this year the Mobile schools made a tidy \$1.3 million. And Rogers says the system's stated goal is a 10 percent increase in revenue each year. "The policy of the Mobile board is the production of the maximum level of income possible without seriously reducing the long-range flow of income," says Rogers. "The asset is there and we can generate money from it without damaging the asset itself."

That means the Mobile schools, the county's largest landowner, is not about to sell any of its property. What school officials will do, however, is trade acreage in a remote spot in the county for a site it might use to build a school. Owning property as well as maintaining an active awareness of the real estate market has enabled the Mobile school

board to strike deals that benefit its students. Example: Board Member Berger reports that the schools recently sold a 20-acre site to the Y.M.C.A. that was worth about \$460,000. The schools received \$240,000 for the land plus the right to send 400 kids to the Y every day for ten years. The schools calculated that it would cost \$1.10 per child per day to send students to the Y. That's \$440 per day, or \$79,200 over a 180-day school year, for a grand total of

\$792,000 in savings over ten years.

Mobile is not the only school system that has translated wise land-management techniques into educational opportunities for its students. Several years ago, the Pennsylvania Oil, Gas and Mineral Association wanted to interest students from the Bradford Area (Pennsylvania) School District in oil industry careers. To spur that interest, the schools trooped several students off on a field trip to an oil rig. But the schools'

director of vocational education hit upon a better idea, which eventually led the school system to purchase an eight-acre oil lease for \$35,000 in 1976; it also leased surface and mineral rights to another 15 acres, and with a \$9,600 grant from the state department of education the program was under way. For three years, Bradford students have been learning the ins and outs of the oil business as well as the technical skills

(Continued on page 22.)

Nonprofit foundation and profitable real estate make millions for Dallas schools

In one of the boldest attempts by a school system to capitalize on its assets, the Dallas Independent School District (D.I.S.D.) has helped establish a tax-exempt, nonprofit foundation with the sole purpose of benefiting Dallas public schools. The Foundation for Quality Education (F.Q.E.) is the brainchild of former Dallas Superintendent Nolan Estes and a local businessman/fund raiser named James Bond.

After an ad hoc committee studied the proposed foundation concept for several months during late 1976 and early 1977, the school board granted F.Q.E. \$133,000 over two years to start the foundation out on the right foot; this money has been almost entirely repaid. F.Q.E. was incorporated in March 1977, and since then has generated more than \$400,000 in gifts from private sources. According to the foundation's first annual report, however, "intangible benefits" to the D.I.S.D. from these gifts have increased their value to approximately \$2 million.

F.Q.E. has three purposes: to raise money for the D.I.S.D. through donations; to market products designed by the schools' research and evaluation department; and to handle any real estate the school system asks it to manage. "The foundation enables the district to make a profit," says Rogers Barton, associate superintendent for accountability and development. "We could do much of this ourselves, but the foundation is more convenient."

Enthusiastic backers of the concept of a foundation to benefit schools say that eventually F.Q.E. profits for the D.I.S.D. will make bond referendums unnecessary and will permit tax rates to be lowered. Says former Superintendent Nolan Estes: "There's a nerve that goes from the base of the brain directly to the pocketbook, and if you tingle that nerve you'll get people to respond /to the concept of education capitalism/."

The most ambitious project F.Q.E. envisions—it was Estes's idea—is a \$113 million complex on 6.2 acres of D.I.S.D.-owned land near downtown Dallas. The city's first high school, now a business magnet school, sits on the plot, which is on the fringe of the downtown area. F.Q.E. is developing the multimillion dollar project and will lease the land for one dollar a year from the school system. That way, the D.I.S.D. will not be liable for any legal entanglements.

Planned for the complex is a 51-story office tower; a 512-room, 25-story hotel; a 210,000-square foot, seven-story school administration building; three levels of commercial and retail space comprising approximately 122,000 square feet; and possibly a magnet school. With the blueprints fresh off the drawing boards, and financing already arranged, the project is slated for completion in 1983. Foundation officials say the complex will net the D.I.S.D. more than \$1 million yearly when completed. Most of that money will come

from rental profits from stores and offices in the complex as well as from hotel revenues.

That's not the only money-making idea F.Q.E. officials are working on. The schools have developed computer software for a Radio Shack classroom computer; F.Q.E. will market the curriculum. Also, as a tax-exempt, nonprofit community organization, F.Q.E. can apply for federal Emergency School Aid Act funds to supplement programs already offered in the schools. A reading program is under way and Associate Superintendent Barton says that with the working relationship between the school board and the F.Q.E. "we're more likely to develop better programs than if a more independent community group solicited funds."

The school board has tried to keep a tight rein on F.Q.E.'s activities, according to Barton, although other observers say this has not always been possible. The working relationships and governance of the foundation continue to create problems, but this may be more a matter of personalities than anything else. Businessman Bond is described by some in Dallas as feisty and power hungry and several school board members reportedly are unhappy with the way he's running the foundation. They still endorse the concept of the foundation, but eventually might decide to wrest some of the real estate responsibilities back from F.Q.E. to maintain tighter control. —D.L.

Education Capitalism

(Continued from page 21.)

needed to manage and maintain an oil rig. They've learned about pipe-fitting, well-plugging, welding, carpentry, masonry, and how to operate a bulldozer winch.

This year the school system will begin to drill on another section of land it recently bought. "We consider this to be the same as if we had a 25-acre site for an elementary school," says Superintendent Frederick Shuey. "Our intent is not to deal in real estate, but to use this project as an educational offering."

That may be a predictable sentiment from an educator, but like everything else in the oil business it requires a look beneath the surface: The Bradford schools have been making a mere \$1,200 per year since the drilling program began. With the new property and new equipment—to the tune of a combined \$176,000 from the state and the Appalachian Regional Commission—the schools "hope to make [the oil well] a heckuva lot more productive than it is now. We're hoping to strike it rich," Shuey says with only a hint of glee in his voice.

Shuey declines to label the venture

speculative because the schools' stated purpose is to use the oil drilling as an educational offering and not to make money. The skills the students learn fulfill an important need in the community, Shuey points out; and the program has an almost perfect record of placing students in jobs. Shuey says the schools do not plan to buy another lease because "now that there's an energy crunch, the cost of abandoned leases is expensive. Plus we don't have the manpower to work the wells." Another reason for limiting the schools' involvement is that the oil companies donated much of the equipment. The schools simply don't want to press their luck by placing themselves in direct competition.

Shuey also lists a final consideration that many school officials echo: If the schools buy the property, the land comes off the tax rolls—and that could mean higher taxes. But Bradford and Mobile and other school systems entrenched in the real estate market balance the potential loss of tax dollars with the possibility of high-stakes profit in the future.

In Louisiana, several school systems are in a position similar to that of the Mobile and Bradford schools. Terrebonne Parish schools have accumulated 35 portions of Section 16 land comprising 640 acres each. Louisiana law prohibits school systems from going into business for themselves, but nothing prevents school officials from leasing

the land to private investors and then earning royalties off the top. (Different states, of course, have varying laws regarding the use of Section 16 land, and many regulate or discourage schools from entering business.)

Terrebonne has contractual arrangements for mineral leases—oil wells—and for hunting, trapping, and grazing. Ask how much the leases yielded the schools this year and Director of Business Affairs Charles Collins will unhesitatingly reply, "\$984,353.24." Collins says the schools are "not in the oil business per se, but we're landholders. We operate our holdings on a very tight watch." The oil companies request that the district advertise the land and then the bidding process for the leases begins, Collins explains. The school system also receives 25 percent of the oil company's revenues from the wells. Another feature of the contract: Natural gas pumped from Terrebonne's land can be used "in kind" (in exchange for stored gas) to heat the schools.

In Mississippi, the Leflore County Schools earn approximately \$300,000 annually from their Section 16 lands. Although many Mississippi school systems have allowed their Section 16 land to become overgrown from disuse, or rent the land for a nominal fee, Leflore County's 13,420 acres are leased for farming, recreation, and timber. Most of the land—rich Mississippi Delta soil—is leased to farmers who grow cotton, soybeans, and rice. Another 4,400 acres of timberland are managed for the school system by the Mississippi Forestry Commission. Fifteen percent of the income from the sale of timber goes into an escrow account to maintain the forest; 85 percent finds its way into the school system's coffers.

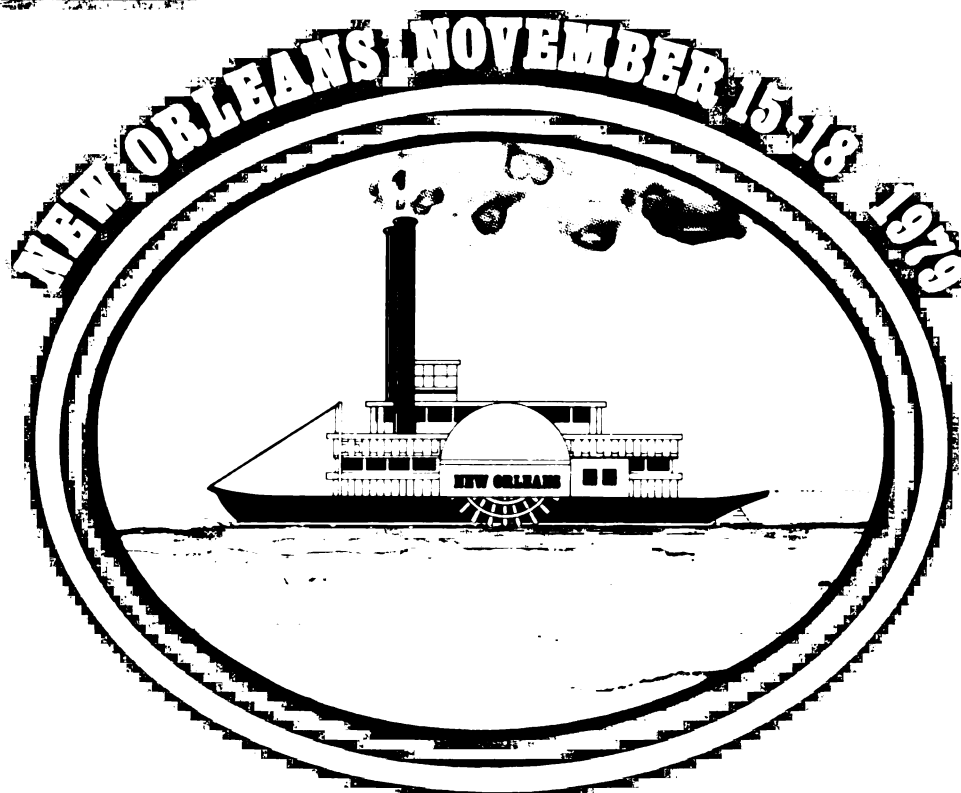
The remainder of land is leased for recreation: duck hunting and fishing, boat docking on the county's many small lakes, and parking near recreational areas. At Upper Six-Mile Lake, a popular local spot owned by the school system, 84 lots, some with cottages, are leased to the public directly through the superintendent's office.

Superintendent Otis Allen (see *He milks money from the feds for schools, Journal after the fact*, May), says he has increased Leflore's Section 16 land revenue to ten times what it was when he took over as superintendent in 1956. But even Allen has not been able to recoup losses from long-term leases on school property. The Leflore County school system owns one square mile of land in



Mobile County, Alabama, schools lease land to soybean farmers. The schools made \$1.3 million from oil leases and timber last year.

The American School Board Journal



1979 NATIONAL EDUCATIONAL CONFERENCE

The things—in depth—a board member **really** needs to know . . . about basics, budgets, evaluation, public relations, and reading.

NEW ORLEANS • NOVEMBER 15-18, 1979

The things—in depth—a board member **really** needs to know . . .
about basics, budgets, evaluation, public relations, and reading.

School Board Leadership Doesn't Just Happen

Nobody needs to tell you that this is a difficult time for school board members and administrators. School budgets are tight and getting tighter. Community pressures on school boards are mounting. And so are the pressures placed on school boards by state and federal governments. Confidence in education is sagging. Parents and other citizens are demanding more accountability. They want to know what they're getting for the tax dollars they're spending, they're expecting answers from you, and there simply *are no easy answers*.

It clearly is a time for effective school board leadership. But that doesn't just happen. It takes commitment and, above all, a *developed know-how*. Sharing experiences and new ideas with one another is an important step in developing that know-how. And so is indepth—*really* indepth—assistance from experts.

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The American School Board Journal does. And at the Fairmont Hotel in New Orleans this November 15-18, the *Journal* will provide school board members with the *really* indepth assistance they need to develop as the most effective possible community education decision-makers.

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- * How To Set Up a True 'Basics' Curriculum in Your School District
- * How To Understand, Use, and *Change* a School District Budget
- * How To Evaluate Your Administrative Staff (and Build a Better Working Relationship With the Superintendent)
- * How To Build and Maintain a Successful School Public Relations Program
- * How Reading Is Taught in Schools, How It Should Be Taught, and All the Things a Board Member Ought to Know About It

- **Action-oriented sessions.** No hum-drum series of lectures. These are carefully designed workshops that incorporate a variety of instructional techniques with direct assistance from an *experienced and distinguished faculty* and with numerous group *learning activities*. With *specially developed worksheets*,

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- **Learning materials.** At each workshop you'll receive a *free* notebook of learning materials developed by the faculty—chart diagrams, exercises, journal articles, and other resource materials. In addition to new ideas and skills, you will take back tangible resources to be shared with your fellow board members, administrators, and others back home.

- **Follow-up consultation.** *Free* follow-up consultation will be available to you as a workshop participant through mid-January 1980. This means that for both of the workshops you select, you may call on the faculty for assistance or reaction to a problem or concern related to the workshop topics. That's right. The *Journal* will work with you even beyond the conference itself—helping you to develop your ideas and plans *and* action further by enabling you to tap the expertise of our faculty *free of charge* during the weeks immediately following the New Orleans conference.

- **Special Events.** In addition to the two workshop courses you select from the five described in this brochure, your tuition also will cover:

- * A *'Meet-the-Faculty'* reception on the eve of the initial sessions. You'll be a guest of the *Journal* on Thursday evening, November 15, as you mix and mingle with the faculty and your fellow school board members from throughout the U.S. and Canada. You'll get to know more about each other before the learning sessions begin. During the conference itself, there'll be coffee breaks with more opportunities to mix, mingle, and share ideas.

- * A *General Session*. Setting the stage for the *Journal* conference will be an opening General Session on Friday morning. Board President Anthony J. Mussari of the Wilkes-Barre (Pa.) Area School District will present a multi-media, fast-paced address titled *Strategies for School Board Survival*. In it, Mussari will illustrate in dramatic ways the need for board members—and administrators—to be well-informed on major topics such as those to be explored at the conference. Mussari will share techniques and strategies to use in surviving (politically and philosophically) as a member of your local school board.

- * A *Luncheon Address*. Also included in your conference tuition is a luncheon on Saturday with Thomas A. Shannon, Executive Director of the National School Boards Association—and one of the nation's most outspoken defenders of local, lay control of education—as the speaker.

- **And More.** Bring your spouse. There'll be spouse tours available throughout the conference—of the French Quarter, the river scene, the Garden District, Bourbon Street, and much more. There'll be open evenings in the City of Jazz—the Fairmont Hotel, scene of the *Journal* conference, is adjacent to the French Quarter with its fabled restaurants, jazz halls, French Market, Bourbon Street, St. Louis Square, the cathedral, and the myriad shops where nearly everything under the sun can be found.

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the city of Greenwood, the county seat. Leasing the mostly residential land would bring approximately \$100,000 per year at today's prices, says Allen. In 1941, however, the land was divided into plots on which 99-year leases were granted. Current revenue from those leases: approximately \$9,000, which Leflore county schools splits 50-50 with the Greenwood city school system.

Other school systems have had mixed success in their ventures into education capitalism. The La Fourche Parish school system, which abuts Terrebonne Parish, is among a number of Louisiana systems that have retained Section 16 land. Last year, La Fourche made \$647,614 from oil well leases and this year will earn a bit more than \$525,000, according to Superintendent Jeffrey Le Blanc. But the La Fourche Parish hasn't been as fortunate in some other land dealings.

In December 1973, the La Fourche schools were offered ten acres of land by a local family that stipulated the school system build a school on the property within five years. For a variety of political reasons, several board members would not agree to build a school on the plot. This past February—two months past the five-year deadline—board members decided they needed the school after all and voted to buy the land it originally had been offered free; the price: \$250,000. One week later, after some public indigna-

tion, the school board rescinded its vote. Now, the family that owns the original plot of land is suing the school system. The schools, still in need of a building, finally bought a different piece of land for \$140,000.

Tulsa is another school system that hasn't flourished in the real estate market. Although it owns several downtown office buildings and makes money from rentals, the Tulsa school system ran into some problems when it tried to dispose of two old school sites. The Tulsa school board decided to sell the two buildings "to a firm that had the word 'investment' in its name," according to Board Member E.T. Watkins. The investment company promised to turn the buildings into retirement homes—a laudable notion to school officials. But after placing a nominal deposit to secure the property rights, the firm turned around and sold the buildings for a \$40,000 profit to a church that had previously expressed an interest in buying the property directly from the schools.

"We had loose procedures at the time," laments Watkins. "We should have been more diligent in finding out what they wanted to do with the property. We found out that you cannot use a hip-pocket bargaining approach."

The whole deal left a bad taste in Watkins's mouth. "This kind of thing makes us look bad. I'm definitely against boards dealing in real estate," he says. "It's not our number-one func-

tion to be in the land development business. I don't think that's what we ought to be doing. It takes away from the basic goal of seeing children educated," Watkins insists.

For the opposite side of the coin, listen to William Stimeling, superintendent of the River Falls (Wisconsin) schools: "Boards of education should begin copying more businesses and should employ more profit-making devices." Stimeling derides the "inborn fear of speculation" on the part of school boards and says, "I think school boards should be planning for the year 2020 instead of sitting around as if this was 1964."

Speculation should be avoided, says Stimeling, but if a school board enlists the services of a regional planning commission and gets reliable information, then there's nothing wrong with buying land. Like many school systems around the country, River Falls bought several tracts of land when increased enrollment projections showed no signs of abating—and school officials were criticized for doing so. Now, says Stimeling, "We wish we could go back and purchase land at yesterday's prices."

Marvin Stevens, superintendent of the Lake Chelan (Washington) schools, echoes Stimeling's remarks. With 830 students in two schools and an increasing enrollment, rural Lake Chelan will have to build a new school or an annex in a few years. The school system recently bought a 23-acre apple orchard from Chelan Apple, Inc., and leased the land back to the company for at least five years. "Even if we didn't need the land right away we knew we'd need it sooner or later," says Stevens. Meanwhile, the orchard will become productive in a few years and the Lake Chelan schools stand to make about \$25 from every bin of apples the orchard sells at \$85-\$100 per bin. "Our purpose was not to make money," Stevens quickly reiterates, "but it's ridiculous to have the land sitting idle. We had to buy the land now because who knows if it will be available in ten years."

The brand of education capitalism discussed in this article does not involve pork barrels or pork bellies, but it does go to the heart of aggressive school governance. And if you're a believer in the learn-to-earn philosophy, you can win supporters among even the wariest of taxpayers simply by explaining that each dollar your school system *earns* is a dollar that taxpayers can keep in their pockets.



The Mobile County school system employs two forestry experts to ensure it gets top dollar from its 23,000 acres of timber.

Advanced placement will make you a hero

By Joan B. Grady

THE Advanced Placement (A.P.) program administered by the College Board can make your school system look good. The A.P. program can provide a relatively inexpensive, specialized program for gifted high school students, and can save those students a considerable amount of money. By participating in this national program, schools can offer students rigorous college-level courses that are taught by the school system's own staff. And by earning college credit while still in high school, students can save time and money—as much as \$5,000 (the cost of an entire year of college).

The A.P. program has been developing for 25 years, which means school boards setting up these programs can draw on the experience of many other school systems. What's more, approximately 20 percent of all high schools in the U.S. offer A.P. courses, and nearly 1,700 colleges and universities now award course credit, advanced placement, or both to high school students who have earned better than average grades on A.P. examinations.

Each school participating in the A.P. program develops its courses according to its local resources and student needs. The College Board Guide describes the only requirement: "The Advanced Placement program begins in a school when able, interested students are given opportunities both for college-level learning and for demonstrating their accomplishments through the Advanced Placement Examinations. The school need not request the College Board's special permission to take any of these necessary steps: *It need only appoint an A.P. coordinator; file a participation form; and order, administer, and return the examinations in the spring.*"

In planning your program, however, you are limited to choices among the 24 course outlines in 12 fields for which national standardized examinations are given by the College Board. The choices are wide: American history, art (history of art and two exams in studio art),

biology, chemistry, classics (Vergil, Latin lyric), English (literature and composition), European history, French (language, literature), German (language, literature), mathematics (two calculus exams), music (listening, literature and theory), physics (three tests), and Spanish (language and literature).

One easy way to narrow the choices at the outset: Find your most gifted, talented, and enthusiastic teacher—and let that person's subject be the first course offered. As an alternative, you might want to survey your gifted students to find the courses they need and want—or you can review the honors courses you currently offer to see how these courses can be adjusted to provide the material required to prepare students for the A.P. exam. None of this requires a lot of money, but you will have to rearrange schedules to allow for the extra time both teachers and students will require.

Next, you will need—and you can expect—help from the College Board in planning the courses. You can ask representatives from seven regional offices to conduct teacher workshops, provide consultants and curricular materials, and to help point out additional resources. (For locations of the office nearest you, see story on page 31.) But the program's basic planning guides, especially for teachers, will be found in three publications, all of which are available (from College Board Publications, Box 2815, Princeton, N.J. 08541) at minimal cost. These are:

- "Beginning an Advanced Placement Course in (subject title)" offers a step-by-step process for organizing and implementing a course in each A.P. subject, and includes examples of A.P. courses, sequences, and texts that other schools have used successfully.

- "Advanced Placement Course Descriptions" spells out the learning goals established by the College Board development committee that is responsible for each of the 12 fields for which examinations are offered.

- "Grading the Advanced Placement Examination" illustrates the standards used for grading examinations and provides actual answers for essay questions to demonstrate low, middle, and high

grade ratings. Although no teacher should "teach to the test," this information will add considerably to your staff's understanding of the grading process. For example, teachers will recognize the wisdom of giving A.P. students plenty of practice in answering essay questions under the pressure of time. Organizing their thoughts and writing coherently under a deadline is one of the greatest problems students face, as some sample answers from A.P. exams demonstrate.

Harlan P. Hanson, A.P. program service officer, says that for an A.P. program to succeed, schools should mobilize community support when the program is launched. Reason: All of the planning for the program will go for naught unless students—and their parents—understand both the extra demands that will be placed on them as well as the potential rewards the program offers. Currently, students pay \$32 for each A.P. exam they take; this in itself will be an extra and immediate expense. If your community is aware of the benefits of the program, however, service clubs in the area may be willing to help students to meet these costs. Another reason for selling the program to the community: You will be able to draw on local industries and colleges for materials, advice, and perhaps some special laboratory facilities that some students will require. You also might join with other schools to pool courses—and costs.

A good way to spread the word about your new A.P. program is to hold an evening meeting for interested students, their parents, and some of the people in the community you would like to involve. Invite an A.P. consultant or regional staff person to present an overview of the national program; organize an advisory committee comprising interested teachers and counselors. Your own staff then can give those at the meeting a quick description of the courses being offered.

A.P. courses are favored by some gifted students simply because they receive college credit without leaving home; these students can pursue advanced academic work and still stay among kids their age. One student who

Joan B. Grady is assistant principal in the Laredo Middle School, Aurora, Colo.

to college-bound kids and their parents

was given the option of graduating after the eleventh grade describes her experience: "I was advised by the guidance office to go ahead and graduate early, but I chose not to. . . . The main reason, although I hate to admit it, is that I was afraid. Suddenly I would be faced with questions like, 'which college, what are my future plans, what do I want in life?' . . . (for which) answers do not come easily. I felt I needed that last year to 'get it all together.' "

Keeping talented students in high school works to the advantage of the school system, too. Not only is the leadership and interest of bright students a good influence on attitudes of other students, these students' participation in A.P. courses also is a way to upgrade faculty. The best teachers will stretch their knowledge to keep ahead of questions from bright students—and good teachers love this process. What's more, a good A.P. program can signal the community that the schools' goals and standards are high, and that *all* students are being served.

While this sounds rosy, there *are* two potential trouble spots in an A.P. program. You should, first, make sure that students know the aim of the program, and that they understand A.P. courses are not only for enrichment. These are college courses—and students will not acquire their full benefits unless they take the exams. The student authors of *On Being Gifted* (a book by gifted children) make this point strongly: "Based on our own experience, some students take the courses and *don't take the exam*. This seems absurd, for omitting that last step negates some of the main purposes of the program—to provide continuity between high school and college; to avoid repetition of course work already covered; and to allow for more flexibility in college courses. . . . If A.P. courses are not offered at your school, start agitating . . . if you are already in A.P. courses, *take the tests!* Whose time are you wasting?"

The second hazard to look out for—uninformed counselors—has more serious consequences. When a counselor

advises a student to try for admission to a college that is not in the A.P. program, the student will receive no credit at all for his work. So make sure that your guidance people are familiar with the national A.P. program and know which colleges and universities are participating institutions. Counselors should be aware that even when colleges are involved in the program, they may decide unilaterally what credits will be offered for certain grades. Your students should have this information as they apply for college.

Finally, two other College Board publications are essential to your guidance staff—and teachers, as well. And you might want an extra copy for the library, for student use. The first, "Sophomore Standing Through Advanced Placement," is self-explanatory. The second, "College Placement and Credit by Examination: 1978 Guide to Institutional Policies," (or its most recent update) will spell out how different institutions interpret scores for credit and placement. □

Here's how to implement Advanced Placement

Participation in the College Board's Advanced Placement (A.P.) program and developing A.P. courses for your schools, is a fairly simple procedure. All students need to do to receive college credit is to pass the A.P. examinations. Still, some planning is necessary. What follows is a brief checklist, based on the experience of participating school systems, of the steps you should take during the school year before you launch your own school program:

- Appoint an A.P. committee, including teachers and counselors.
- Send for College Board materials. (See addresses at the end of this article.)
- Organize and appoint teachers for courses.
- Establish a selection method for students.
- Conduct a workshop for A.P. teachers, using College Board consultants or A.P. teachers from nearby

school systems.

- Plan and hold meetings for parents, students, and members of the school community to build support for your A.P. program.

- Explore the possibility of cooperative arrangements with other schools and school systems for joint course offerings, or for administering A.P. examinations at a single site.

Once your plans are complete, here is the schedule your school or school system will follow each year that you participate in the program:

October. Name A.P. examinations coordinator; file participation form.

March. A.P. coordinators receive examination order forms.

April 1. Deadline for return of examination orders.

May. The full week that includes May 17 is A.P. examination week.

July 1-7. A.P. examination grades

mailed to students, schools, and whatever colleges the high school students have designated.

To learn more about A.P. programs currently operating in schools in your area, or to seek help in starting your own program, write to or telephone the director of the Regional Office of the College Board nearest you: *Middle States:* 65 E. Elizabeth Ave., Bethlehem, Pa. 18018. 215/691-5906; *Midwest:* 1 American Plaza, Evanston, Ill. 60201. 312/869-1840; *New England:* 470 Totten Pond Road, Waltham, Mass. 02154. 617/890-9150; *South:* Suite 200, 17 Executive Park Drive N.W., Atlanta 30329. 404/636-9465; *Southwest:* Suite 922, 211 E. 7th St., Austin, Texas 78701. 512/472-0231; *West:* 800 Welch Road, Palo Alto, Calif. 94304. 415/321-5211; *Mountain States:* Suite 23, 2142 S. High St., Denver 80210. 303/777-4434.

Strike teaches board a basic lesson:

By Joseph Nocera

THIS past March, the city of Washington, D.C., was plunged into one of those crises cities have come to expect from time to time. On the sixth of the month, the Washington Teachers Union called a strike, and depending on whom you believe, either 50 or 80 percent of the city's 6,000 public school teachers walked off the job—enough of them, at any rate, to effectively cripple the school system.

The strike was a bitter, acrimonious affair, made more bitter and more acrimonious with each succeeding day. Positions hardened, and tempers flared. Negotiations faltered, broke off, then started up again. Insults became *de rigueur*—union President William Simons took to calling the school board a collection of “stupid ignoramuses”; board members responded with accusations that Simons was “pigheaded” and a “liar.”

Through it all, the public schools remained open, but there wasn't much the undermanned staff could do besides hold study halls all day, so after the first few days many kids simply stopped going to school for the duration. Each side busily pointed an accusing finger at the other while invoking that favorite cliché for these occasions—“It's always the children who suffer”—as, indeed, they did. (High school seniors, especially, were pained by the strike because this was the time of year when teachers ordinarily write recommendations and prepare transcripts for colleges.) This was the way it went for the four weeks it lasted: A judge issued a back-to-work order and was ignored; the mayor's efforts at compromise and mediation were rebuffed; the union vowed to stay out for “as long as it takes.” In many of the most obvious ways the Washington teacher strike was like hundreds of others that have come before it.

Joseph Nocera is an editor of the Washington Monthly. This article is excerpted from the May 1979 issue. “Reprinted with permission from The Washington Monthly Co., 1028 Connecticut Ave., N.W., Washington, D.C. 20036.”

In some important ways, however, it was not. What made this strike different—and significant—was that it was instigated not by the union's demands for “more,” but rather by the school board's demands that it accept “less.” This was the first time in memory that any government managers on any level have tried to force a public employee union to give back some of what it has won in contracts over the years; in this case, to roll back some of the rights and powers teachers have gained that affect—and in some ways, control—the operation of the school system.

Teachers, of course, found this notion offensive (hence the strike), for they are quite happy with the way things are right now. By the standards of the profession, they are well paid; their salaries, averaging \$19,400, are at least \$1,000 higher than what teachers make in the surrounding suburban counties, and a good deal more than the average in most big-city school systems. Their working conditions are less than strenuous; Washington teachers work a six-and-a-half-hour day, of which five hours are spent in the classroom, in a school year that lasts 180 days. These figures, too, are as low as any in the area or the country. Teachers in D.C. have veto rights over most assignments and transfers; rigid seniority rights that protect them in case of layoffs; tenure after only two years; a grievance procedure so liberal that teachers can take to binding arbitration *anything* that upsets them, whether or not it is in the contract; and evaluation procedures so cumbersome and due process rights so time-consuming as to ensure that precious few teachers—and then, only the grossest of incompetents—will ever have to fear for job security. Washington teachers have a sweet deal and they know it.

It had reached the point years ago when the schools were being run more for the benefit of the teachers than the students. (Example: One provision in the contract says teachers have to meet with parents only three times a year on designated parent-teacher nights. If a parent wants to see a teacher sometime

other than these three nights, a teacher has a contractual right to refuse.) And for years, school boards had chafed, feeling, rightly, that so much had been bargained away that board members, administrators, and especially principals, were handcuffed when they tried to make even the smallest changes in the schools. But no board had been willing to do anything about it. The teachers were too strong, the union too powerful, and they knew that when Simons threatened strike, he had the clout to make it stick. And something else, too: Thanks to a quirk in the way that D.C. city government works, no board had any authority to bargain for money, only general work rules and conditions.

The impotence of the board in salary matters dates back to the days of home rule, when Congress ran the city, and all raises for Washington city employees had to be approved by the subcommittees handling D.C. affairs.

Throughout the 1960s and 1970s, this system worked wonderfully for teachers. They saw their salaries rise with startling regularity as Congress bought the teachers' argument that, first, they deserved what other big-city teachers were earning, and later, after this parity had been reached, that they deserved to get the same percentage increase as federal employees. In a city full of government employees, teachers argued that this was the only way they could keep up with dreaded inflation. So as federal workers got their six or seven percent cost-of-living increases, so did the city's teachers. Later, when Washington won the right to run its own show, the D.C. City Council, not the school board, was given the authority to set teacher salaries, and the council turned out to be even more generous than Congress had been. It passed a bill that made cost-of-living raises *automatic* for most city employees, including teachers, whenever the federal government granted such raises for its own civil servants. The practical effect of the law is that teachers will never have a compelling need to bargain for higher salaries, since thanks to the civil service, regular raises are virtually guaranteed.

Unions never relinquish power

The other, more important, effect is that during negotiations with the teacher union, the school board here has never been able to "buy back" changes it has wanted in the contract. Since it has no authority over salaries, it cannot promise higher wages in exchange for the right to scrap or rewrite provisions in the contract.

If you're a teacher in Washington, this cost-of-living arrangement seems equitable enough—why, after all, should you be left behind when everyone around you is making more money? But if you happen to be a parent with a kid in the D.C. school system, or a taxpayer who is footing the bill for those raises, then there are bound to be other factors at play besides the teachers' inalienable right to keep up with the Joneses. Other questions come to mind, such as: What are you buying with all those salary increases? Are teachers doing a better job the more they are paid? What kind of education are your kids getting? And what kind of school system are you receiving for your tax dollars?

The most obvious question—what are you getting for your money?—is the one the current school board asked too, and it came up with the obvious answer: not very much at all. By any standards, the Washington public school system is among the worst in the nation. Unlike the past boards, however, this one decided it was time to take on the union, feeling that the contract had to be loosened some if the schools were ever going to get better.

In 1980, the D.C. Board of Education finally will gain the right to negotiate teacher salaries, and theoretically at least the right to "buy back" what it wants from the union. But the board members didn't want to wait that long—and besides, they reasoned, why should they have to *buy back* if too much had been given over the years? The teachers are the highest paid around. They work the fewest hours and days. Their students do the worst of any in the area. There is a lot wrong with that equation, and buying back provisions in the contract, especially

with Washington suffering the same financial problems as other big cities, didn't seem like the right way to solve it.

What did seem right was to have teachers spend more time in school helping kids who need it. So when contract negotiations began, the board put a longer workday at the top of its list of demands. At six-and-a-half hours of work a day, teachers are hardly overextended; and the board reasoned, with considerable logic, that people earning nearly \$20,000 a year ought to be willing to work more than that. A half hour more, maybe? A little time tutoring a student after school who needed it? The union says that more teaching will turn teachers into mindless robots, but out in Arlington and Fairfax Counties in nearby Virginia, teachers somehow struggle through a longer workday (and at less pay than their Washington counterparts) and seem to be suffering no ill effects. Union officials also say that extra teaching won't do the kids any good so it's not worth the teacher's effort, an argument that strikes me as so cynical as to border on the obscene. And again questionable; out in those Virginia counties, kids do seem to be learning more than kids in Washington. At any rate, what the board proposed in having the teachers work a longer day was hardly a return to indentured servitude; it seemed, in fact, a small, but intelligent step toward improving schools for D.C. students.

The surest way to improve teaching in Washington, of course, is to fire incompetent teachers; but the board, in this dispute, didn't dare suggest anything so drastic. Board members know that the grievance and procedural rights make it close to impossible to fire a teacher. (One union official I spoke with went on at some length about how the union had just won a victory after a year-long fight to retain jobs for two teachers who had been fired for "unsatisfactory" evaluations. "The principals messed up in the procedures," he said, "and they can't do that if they want to fire somebody.") But the board also knows that those procedures are the most sacrosanct items in the contract. (Says Albert

Shanker, president of the American Federation of Teachers: "If you murder someone, you still have the right to your day in court. It's the same for a teacher. That's the American way.")

And the board knows, finally, that smaller steps suggested in the past by school boards have always been rejected by the union. Like most A.F.T. affiliates, the Washington Teachers Union is tough and militant, and it doesn't take kindly to suggestions that will make it easier to fire members, no matter how justified. Thus, when the board of education and the school superintendent began years ago trying to devise ways to toughen teacher evaluation, the union blocked it, eventually working out a new evaluation system that is even more time-consuming than the old one. When board members recently talked about having teachers take tests again to see if they were qualified to teach, union resistance was even fiercer. And when one board member suggested students be tested at the end of every year and teachers' effectiveness gauged by the progress the students had made, a union official responded in this fashion: "If they ever did that, our teachers would just teach the test."

In the face of this past resistance, the board ended up in negotiations proposing an almost ludicrously small step: Teachers who were having trouble in the classroom should spend some time in training programs that would help them do a better job. We won't get rid of them, in other words, all we want to do is train them. The obvious weakness of the proposal lay in its belief that teachers can be trained to perform in the classroom. Teachers, in many ways, are performers, and what they do requires a talent and a gift that can't be drummed into people. That was not, however, the reason the union objected. They were upset because these training programs would require teachers to spend more time in school—their work year, heaven forbid, might be extended by another two or three weeks!

I should mention at this point that the other school board demands that led to the strike were similar in tone, small

steps, not radical proposals. Some, like the longer day, made great sense, and others, like the longer year, did not, but this was not a wholesale rape of a union contract. It was an attempt to restore some bit of sanity to a situation that was out of control. Another fact I should mention at this point: The school board got clobbered.

The event that precipitated the strike was the board's refusal to extend the contract for what would have been a fourth time since its original expiration in January 1978. In the year between January 1978 and last February, negotiations had gone nowhere. Labor pros in the city said the board was "seriously out of touch with reality" for thinking it could ever win back anything that had already been won by a union without offering more money. The world just doesn't work like that. Indeed, even when New York City was on the verge of bankruptcy, city officials couldn't persuade its public employee unions to give back many of the enormously expensive fringe benefits, like the 36-hour work week and the liberal sick leave policies they had won over the years, even though these benefits had contributed mightily to the decline of the city. And no union leader, particularly one who has to face reelection every few years like Simons, is going to stand for a contract that calls for give-backs.

So when the contract was not extended, and the board refused to continue deducting union dues from teachers' paychecks, Simons said he had no choice. He couldn't sit by and allow the contract to expire. He *had* to pull his teachers out on strike.

Given the state of the schools, what is probably most surprising is that for the month the strike lasted, there seemed to be a general perception in Washington that, yes, Simons was right, he had no choice. A union couldn't be expected to give back past gains. The mayor, a former president of the school board himself, was one who felt that way. He saw to it that the union won by stepping into the fray and asking the judge to restore the old contract, which she did.

Other unions gave the teachers moral support—that's to be expected, of course—but so did much of the citizenry. The board members were usually the ones vilified; the union had acted "responsibly."

One reason for the general feeling of sympathy towards the union, I think, is that *there once* was a time when Washington's teachers really did need some

protection, and many of the people living in Washington still remember that. Back in 1967, when William Simons was negotiating the first contract for the teachers, there was a general sense that teachers could be—and were—abused by people in power. The symbol of this abuse was the "principal-dictator," a person who ran his school like a little fiefdom, passing out the cushy jobs and best assignments to his favorites and punishing others for no reason other than whim. The contract Simons won in December 1967 changed all that. It was hailed at the time as the most progressive contract in the country, the one against which all school contracts in the future would be measured. It righted all the obvious wrongs. But it also set up all the procedures, processes, rights, and committees that have made managing the school system such an impossible task. From the point of view of the teachers, and the labor movement in general, it was indeed a progressive contract and a great victory. It made life in the school system much fairer, but it also helped push the school system toward its long decline.

Seniority is probably the best example of the double-edged nature of the contract. The seniority system's great appeal rests in its elimination of blatant favoritism. With seniority, teachers can't be laid off just because their principal doesn't like them. But in Washington, the seniority system has also been extraordinarily harmful to students.

As it has become clear that Washington school kids are not learning the basics, a number of superintendents have tried to devise ways to get more basic instruction to students who need it. The seniority system has repeatedly thwarted those efforts. "I remember asking social science teachers what their biggest problem was," says Barbara Sizemore, a former superintendent who created waves of controversy when she was here, "and they all said the trouble was their students couldn't read well enough to handle the subjects." The solution seemed simple enough: replace some of the social science teachers with some basic reading teachers. Give extra lessons in reading, and deemphasize social science for those students who couldn't handle it. The union took one look at this proposal and said, no dice—social science teachers have tenure and are, therefore, unfireable. So the social sciences continue to be taught in the D.C. public schools by teachers

who aren't needed to kids who can't learn the material.

Whenever there are layoffs in the school system, the routine is the same. The most recent hires are the first fires—no favoritism there. But neither is there any sense of what the *students* need. And it's not just the teachers, either, as union officials are fond of pointing out. There are plenty of poor administrators in the system too, but just try to get rid of them and you bump into the same problem—it turns out even they have a union.

So when one superintendent, forced to make some budget cuts, decided to rid his administration of some middle-management fat, he couldn't do it. His middle managers, you see, all had more seniority than his principals, who had more seniority than vice principals, and so on down the line. Trying to get rid of people in the front office who weren't needed meant, finally, that more valuable employees out in the schools, people with real work but less seniority, were the ones let go.

There is another, much more troubling reason why the Washington citizenry supported the striking teachers. Many people in Washington have the same kind of deal the teachers have—they get cost-of-living raises to "keep pace with inflation," and they have tenure or at least enough procedural rights to mean the same thing. As a result, in their minds there exists little relationship between how good a job someone does and what his financial situation ought to be—indeed their focus is often so much on pay and working conditions that what is actually produced recedes to distantly secondary importance. Washington is an expensive town, they think; everyone has a right to enough money to get by comfortably, whether or not they teach well or get people's social security checks out on time or whatever.

What happened in Washington last March was an attempt to change some of that thinking. The school board was trying, in a small way, to relate pay to productivity when it said teachers in the District of Columbia should work more than teachers in Arlington County, since they're paid more, and that teachers ought to stay after school to help kids who need it. The school board was trying to show that a job in government is not a right but a commitment. It was trying, most of all, to put what the students need above what the teachers want. And in all of this, it failed. □

Fact-finding prolongs labor disputes

By Myron Lieberman

YEARS ago I discovered why quacks flourish in the field of medicine: Many people would recover from their ailments without any outside assistance, but because they consult someone anyway, these consultants get credit for the "natural" recovery.

The popularity of fact-finding in public employe bargaining is based on the same philosophy. Example: Sooner or later most labor disputes are settled. And in my opinion—which is shared by many negotiators for both school boards and teacher unions—a substantial number of these labor disputes could be settled quietly and with less bitterness without the process of fact-finding. But as long as fact finders point to their "high batting average" of successful settlements—and as long as boards and teachers are naive enough to be swayed by such nonsense—quackery and empire building will continue and the "impartial third party" industry will flourish.

Theoretically, fact finders should be called on the scene of a labor dispute only when an impasse results in a disagreement over facts. In practice, however, such disputes make up only a small portion of the fact finder's employment. In most cases, a fact finder is called in to help make an interpretation or draw conclusions from previously agreed upon facts.

Consider, for a moment, a school system with a relatively low salary schedule. Suppose that the local school board takes this stand: "We know our salary schedule is low; we also know we can pay more. But we don't think we should increase teacher salaries, and we have no desire to increase instruction expenses in the system. Other districts have different priorities and are welcome to them."

Myron Lieberman, a leading authority on collective bargaining in the public sector, writes frequently for the JOURNAL.

In the case of a dispute over wages, there really is no factual issue to challenge. If a board recognizes that its salaries are low, that it can pay more, that staff members are leaving because of low pay, then any dispute over pay should not involve a fact finder—the dispute is not based upon a factual issue.

Nevertheless, mediators typically recommend fact-finding regardless of the nature of the impasse; in some states it's encouraged by law. In California, for example, the Rodda Act says: "If the mediator is unable to effect settlement of the controversy within 15 days after his appointment, *and the mediator declares that fact-finding is appropriate to the resolution of the impasse*, either party may, by written notification to the other, request that their differences be submitted to a fact-finding panel." (Italics added.) The statute also says that each party shall select a person to serve on the fact-finding panel within five days of receipt of the written request, and the Public Employment Relations Board shall designate a chairman within five days of such selection.

Since the enactment of the Rodda Act in 1975, mediators have been unable to reach agreement in scores of cases. Although the law clearly implies that judgment is to be used in deciding which disputes should go to fact-finding, mediators invariably recommend such action. Their theory: If you can't reach an agreement, start a fact-finding mission—whether it's needed or not.

Unfortunately, such a move typically exacerbates the controversy instead of settling it. One reason: each side tries to make the best possible case to achieve a favorable position in the fact-finding report. This forces each party to try to discredit the other party's arguments and to magnify every shred of supporting evidence for its own position—a process that does little to bring the parties closer together. And because the process normally stretches out for at least a couple

of months, the differences fester as the parties work at developing their cases for the fact finder, *not* at reaching an agreement. What's more, serving as a fact finder is no simple task. When he appears on the scene, the fact finder becomes a judge asked to decide a case without any law governing the relevant issues. Understandably, fact finders hedge and delay, hoping either that the parties will agree or that the fact finder will be blessed with a gestalt that will solve the dispute to everyone's satisfaction—or at least to no one's extreme dissatisfaction.

In the past, school boards—and school board organizations—have been much too acquiescent in this matter. The reluctance of local boards to protest the overuse of fact finders is understandable. If the school board protests *after* fact-finding has been initiated, it risks an adverse reaction from the fact finder. (Not, of course, that a fact finder would say: "I'm recommending a higher salary increase for teachers because the school board objects to fact-finding.") Board fears usually are based upon the knowledge that a fact finder often has a wide range of discretion in which to make his recommendations. So it's easy for a fact finder to reach a conclusion for a private reason and justify it publicly for a different reason. If there are plausible explanations for the union position—and also for the board's position—the fact finder easily can rationalize virtually any reasonable result. Personal dislike for a negotiator, a desire to be invited back as an impartial third party, the pressures of other business—these and other private motivations can play a significant role in the fact finder's final actions.

At the local level, boards probably have been too fearful of public reaction to fact-finding recommendations that support union arguments. Clearly, some school boards have rejected fact-finding recommendations without experiencing

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Modest proposal: Shoot troublesome kids

By Philip M. Carlin

LET'S not mince words. Schools are dangerous. Gangs roam the halls, children are assaulted, drugs flourish, and even teachers who are bruisers walk with trepidation. Our schools have become holding pens for juvenile delinquents, and like clockwork we regularly turn the little miscreants out into society.

I'd like to suggest a solution to this problem of misbehaving children. Let's shoot them.

Before you say, "Hold on there, Carlin, that's a bit harsh," let's examine how our schools got into their current sorry state. It's simple—we've been afraid to beat up students. We've spared the rod and spoiled the brat. Spurred on by teachers and administrators who do not recognize the efficacy of a good beating, we have let corporal punishment slip by the wayside. And with it has gone any semblance of order, decency, or what in an earlier age was called values. But now, thank heaven, it is slowly dawning on people that instilling old-fashioned notions of right and wrong requires old-fashioned means.

The squeamish among you might protest. After all, hitting children with a birch is so primitive, so cruel, so . . . barbaric. But, by golly, it gets the job done, and no do-good psychologist or namby-pamby social worker can convince me otherwise. All my experience says: Nothing ensures good behavior like a credible threat of force.

When I was in school, misbehavior was not accepted meekly. Corporal punishment was the desideratum of good discipline. I suffered many a ruler across the knuckles, the tear-starting nose tweak, the high-heeled stomp on the instep, and even the full-force slam in the face. The greater the disfavor, the more severe the punishment. I loved it, and the sum of these punishments did indeed instill in me an appreciation of the consequences of bad behavior.

Obey the rules or suffer the conse-

quences. This is what I learned in school, and I'm glad I learned it while I was young. You may laugh, but I now believe that the teachers who beat me were the ones that cared most about me. The logic is simple: Be bad and you get hurt, be good and you don't. When I was young I hurt a lot; today I am almost always good.

It's a shame that the more effective

instruments of discipline—the stocks, the pillory, the rack, and the iron maiden—have disappeared with time. But I am sure that an industrious teacher could scare up a cat-o'-nine-tails somewhere. Imagine a scene in which the teacher or principal publicly administers a "touch of the cat" to a recalcitrant child. Just think of the impact such a practice would have on education. Sure, the softhearted liberals will scream, but the statistically significant reduction in discipline problems would be automatic.

I am concerned about one thing, however: What if we are too late with the paddle? What if beating is not enough? We might be in an extreme situation that requires an extreme solution. So let me get back to my opening suggestion. I'm proposing this scenario: Once each month, the worst behaving child in the school, determined by a committee comprising the principal and faculty members (and maybe some students—peer influence and all that, you know), shall be taken to the school yard and shot in full view of the entire school population. (The parents or guardians, of course, should be informed.) You watch how quickly those kids shape up!

Some of you might still be squirming at this suggestion, but you really have no cause to. After all, *you* don't have to look. Besides, chances are your complaints will diminish as the discipline improves. In fact, the method may prove so effective that you will think it a shame to restrict my suggestion to school children. There are plenty of teachers (perhaps even a central office administrator or two) out there that slipped by the paddle and now lead misbehaving lives. It's high time we brought them into line.

Some of the Supreme Court justices might be a bit queasy about this program, but I guarantee it will work! And maybe some of them can be similarly disposed of. I mean, if you're bad, you're bad.

Let's not dilly-dally. We have to let kids know who's boss. And we adults won't be comfortable in *our* schools until we all get behind this rallying call: Hell with the paddle, let's shoot 'em. □



Philip M. "Ayatollah" Carlin turns out well-behaved students at Loyola University, Chicago, where he is assistant professor of Educational Administration.

These eight steps will lead you to a systematic energy management program

By Larry W. Bickle
and John Emry

IN THE past several years, the typical response of many school people to the energy problem has been to rush out and buy automatic temperature control systems, add insulation, replace weather stripping, conduct energy studies, and hope for moderate weather. All these steps may be useful, but they are not the most efficient way to save dollars. The best way to get the most out of energy spending is to establish a systematic energy management program.

First, for an energy management program to be successful, a commitment to energy conservation must be made at the highest level. Without a school board policy commitment, an energy management project won't succeed. Reason: In too many school systems, plans for saving energy have dumped responsibility on the backs of operations and maintenance staff and have not given direct program responsibility to school administrators. Once energy management is elevated to the policy level, however, administrators can make sure programs operate smoothly, and they will have guidance for making sensitive energy-related decisions. Example: Such an energy management policy should spell out which community groups are to be charged—at what price—for energy consumption while using school buildings.

Next, a good energy management

program will cross several organizational boundaries. These programs cannot be one-person or one-department operations. Students, teachers, administrators, and parents all should be interested and responsible—in some way—for the success of the energy management program.

While this general advice can apply to almost any school program, you might want to consider in detail the following specific energy management plan. We've found that this plan—modified for individual situations, of course—can yield quick results, lay the foundation for any systematic future programs, and be established with a minimum of outside help.

Step 1. The school board and administration should establish a school system policy spelling out their commitment to energy conservation. Next, a specific person is named as the system's energy manager, and that person establishes a periodic schedule for progress reports to the superintendent and school board. It's also a good idea to have this manager assign final responsibility for energy conservation at the building level to the school principal. The principal, in turn, becomes responsible for keeping an eye on energy consumption and for involving his school's staff in the project.

Step 2. A school building energy conservation committee should be formed to work with the school principal. The committee should represent the views of teachers, maintenance personnel, parents, and students.

Step 3. Gather and examine previous utility bills and information on heating and cooling the system's separate build-

ings. Convert kilowatt-hours, gallons of fuel oil, cubic feet of gas, or tons of coal into the equivalent number of British Thermal Units (B.T.U.). Divide this total B.T.U. consumption for each building by the gross square footage (S.F.) of that building. The result: The total B.T.U./S.F. per year, or per month, for each building. Also make a note of the yearly heating/cooling day figure. For heating, this is developed by finding the average daily temperature and subtracting that figure from 65 degrees Fahrenheit. (For the purposes of measuring, most utility companies call temperatures below 65 degrees a heating day, and above 65 degrees a cooling day.) For a cooling day, the figure would be obtained by subtracting 65 from the average daily temperature. Thus in the winter, if the average temperature on a given day was 42 degrees, the heating/cooling day figure would be 23 (65 degrees minus 42). This figure (23) is added to figures for other school days to form a heating/cooling degree day total. (If there are problems with conversion of kilowatt-hours or cubic feet into B.T.U.s, or finding the heating/cooling degree-day figure, most local utility companies are willing to help, or a concerned parent with an engineering or physics background should be able to clarify the situation.)

Step 4. Use past utility bills, if available, to determine how the B.T.U./S.F. indicator has varied during the past few years. Is the trend up—more energy consumed in January of this year than last—or down? By checking with degree-day figures, you should be able to pinpoint whether consumption was based on outside temperature varia-

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Compare your schools' energy consumption with these national averages

Figure 1

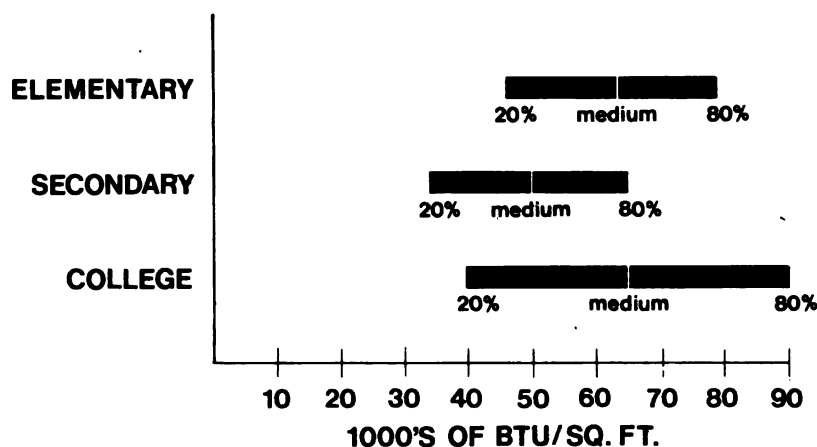


Figure 1: Range of national values for yearly energy consumption in schools.

Figure 2

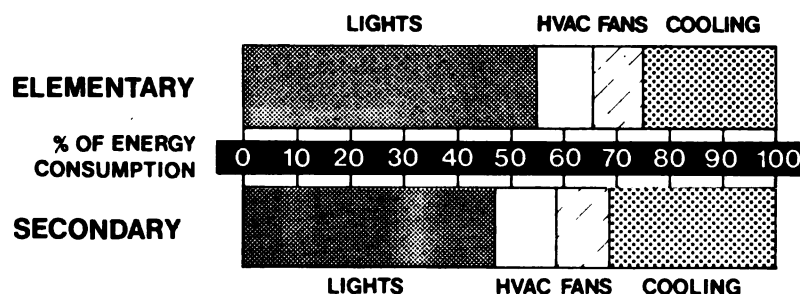


Figure 2: Typical school energy consumption by end use.

Figure 3

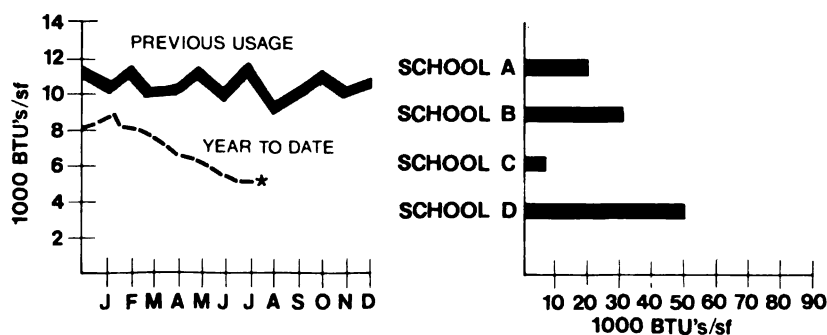


Figure 3: Suggested format for "scoring" energy management program.

tions, increased use of school buildings, or on wasteful energy use.

Step 5. Analyze the utility rates. Ask representatives of the local utility company to explain each part of the school system's monthly bill. Find out whether schools are being charged a premium for energy use during certain periods of the day. Find out why utility bills are increasing. Example: In one school, energy use remained constant but the utility company increased its charge during peak-use periods when the demand for energy was high. Ask the local utility representative to explain how portions of the bill can be cut, and if there are cheaper ways to purchase utility service. Frequently a simple change from one metering system to another, or from one rate to another, can mean savings of several percent on your bill.

Step 6. Compare individual school building consumption in B.T.U./s.f. with the national average (Figure 1). Which schools in your system are above the median, and which are below? How does the average for all schools in your system compare with the national median? Also compare the energy consumption to heating/cooling-day figure. If the heating/cooling-day figure varies from one year to the next, this fluctuation should be accurately reflected in your energy bills.

Step 7. Estimate how your energy is used. Figure 2 shows a typical distribution of energy consumption in school buildings. Notice that lighting is the major energy consumer, followed closely by energy used for heating and cooling. Start a program to remove unnecessary lightbulbs, switch to energy-efficient lighting, and turn out lights in unused rooms. Review operations schedules for heating and cooling equipment, and turn off lights and equipment when they're not needed.

Step 8. Develop a visible evaluation or scoring system. Each month calculate the B.T.U./s.f. indicator explained in Step 3. Compare this with monthly figures from previous years (taking into account changes in energy demand based on heating/cooling days and changes in building use). Make a graphic display as in Figure 3 and use large colored posters in each school building to develop a sense of friendly competition among schools. Perhaps even an incentive program—based on energy savings—might be adopted so that schools can share part of the money they help save by cutting down on wasteful energy use. □

Auditoriums with rooms that turn and pools with floors that move offer wise use of facilities

FEW buildings are more important to schools and their communities than gymnasiums and auditoriums. Most important events are held there: plays, athletic events, award ceremonies. And yet, few buildings are more troublesome. They are expensive to build and operate, and they are used only periodically. Unlike classrooms, they lie fallow a good part of the school year. And as school people quickly are coming to understand, wasted space is wasted money.

The trick always has been how best to use the empty space of auditoriums and gymnasiums during these empty periods. All manner of magic has been tried, but whether it was movable walls, or special floors, the solution never seemed quite right. The problem: In the end, the empty space did only a mediocre job in its substitute role, and often its ability to function as a gym or an auditorium was impaired. What to do?

Here are two suggestions that might help:

The T.D.A., or Turntable Divisible Auditorium, one-ups the traditional room partition. Instead of dividing an existing space into pieces, it carves out of the main auditorium space a properly proportioned segment and puts it on a turntable. The seating section that sits on the turntable then either can be left facing out into the auditorium, or turned 180 degrees into a cocoon, where it becomes a separate room. The T.D.A. offers the best of both worlds—audi-

torium seats that can be called on at will, or a teaching area as good as any permanent classroom.

With T.D.A., gone are the classrooms created by partitions. Because the seats do the moving, the teaching area can contain all the accoutrements of a permanent classroom—chalkboards, bulletin boards, maps. And the room created by turning the seats is soundproof. The back wall acts as a soundproof divider, and it will stop auditorium noise from coming into the room. For example, a band rehearsal can blare away in the auditorium while a test quietly is given in one of the turntable classrooms.

The seats sit on a circular turntable that can vary in size according to a school's need. Some auditoriums have turntables with as many as two hundred seats on them, while others require as few as fifty seats. And the number of turntables also can vary according to school needs. The turntables are driven by a small engine that has only one moving part, and power requirements that are negligible. The only required maintenance consists of a semiannual lubrication check.

The T.D.A. is estimated to add 10 percent to the cost of the average 1,600 seat auditorium, but when compared to the cost of a separate classroom—and mindful of the flexibility it offers—the T.D.A. might be a bargain.

The T.D.A. has been used for eight years at both the South Mountain High School in Phoenix, and the Agua Fria High School in Avondale, Ariz. During this time there have been no mechanical failures, and Duane Given, principal of Agua Fria High School, says: "The turntables make it possible for us to change the configuration when it suits

our needs, but the real key is that we have excellent teaching space all the time, excellent performance space all the time, and extra performance space whenever we want it."

While turntable classrooms may help solve space problems in auditoriums, at least one manufacturer has developed a way to utilize wasted space in physical education areas: a swimming pool with a floor that can be raised or lowered at the touch of a button. Driven by hydraulic lifts, the floor is lifted much the way a car is lifted at a service garage. A ten-horsepower engine raises the floor and the one-horsepower engine lowers it. The floor is concrete covered with tile, and it moves up and down against a sidewall of P.V.C., a tough, perforated plastic. As the floor is raised, the water in the pool flows through the slots in the plastic. Half of the water slips beneath the pool floor while the other half goes over the gutter and into the filtration system, where it is cleaned and returned to the area beneath the floor. When the pool is lowered, the water is discharged under pressure in patterns that clean the pool while they fill it. The design is such that pools can be built so that the entire floor can be lifted or lowered, or so that only a portion moves. The energy required to move the floor is minimal, and a manufacturer's representative makes a service stop once a year at each pool site.

Though movable floor swimming pools have only been in operation in North America since 1974, already there are 54 such pools scattered about the continent. The pools have been in use in Europe for more than 20 years, however, and the West German government will not subsidize the construction of a

(Continued on page 49.)

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Hire architects for a fixed fee, not a percentage of building cost

ARTHUR Casselman Ranes is an architect who says it's time that school boards wise up to the finer points of building construction. For too long, according to Ranes, boards have been at the mercy of a melange of architects, contractors, subcontractors, engineers, and anyone else with an eye for a buck. Ranes, in fact, thinks school construction costs can be cut drastically if school boards use a little business sense.

The gymnasium designed by Ranes for Montezuma-Cortez High School in Colorado seems to support Ranes's thesis. With average gymnasium construction costs running approximately \$44 a square foot, final tallies show the Montezuma-Cortez gym to have cost only \$27 a square foot. And Ranes did it in a such a straightforward manner that it prompts school Superintendent Bob Howerton to comment: "I honestly don't know why it hadn't been done before now."

Ranes attributes the dramatic drop in cost to three elements: strengthening the relationships among school district, architect, contractor, and subcontractor; making sure all the costs are understood by all parties; and making good the well-worn maxim, "A penny saved is a penny earned."

Ranes says that traditional school construction has followed these tried and true procedures: hiring an architect (if the system does not already have one); drawing up building plans; opening the project to bidding; and accepting the lowest bid. The tried and true, however, cause some problems. For instance, an architect's fee usually is a percentage of the final cost of the project. Or, as Ranes points out, in these days of inflation, the architect's fee is a percentage of an unknown. Not even the contractor's bid figure is solid because the figure usually is a lump-sum estimate. Included in the bid figure are the cost of labor, materials, and the contractor's profit. The wide-ranging

nature of this traditional method of job bidding opens it to a considerable degree of error. Miscalculation often is compounded by contractors who tend to underestimate costs to land a job. But most important, in the traditional method of bidding, the contractor's profit is hidden as a percentage of the final cost. The contractor naturally will try to preserve this profit. Without sounding conspiratorial, Ranes says the frequent result of this system is cost overruns, shoddy workmanship, and dissatisfaction with the end product.

When the Montezuma-Cortez system decided to build an auxiliary gymnasium, the school board first approached the project in the traditional way. School officials contacted architects in the area hoping to find one for the job. In the process they came upon Ranes, who offered this alternative: He would work for a fixed fee—it would not be based on a percentage of costs and it would not contain any unknowns. The board accepted Ranes's proposal.

As he began his early plans, the board announced that it was accepting bids for the construction of the auxiliary high school gymnasium. The bids came in higher than expected, with an approximate \$100,000 difference between the low and high bid. When Ranes saw the spread he knew something was wrong. Because portions of the plans weren't finished when the bids were submitted, he speculated that the contractors had to guess at their prices. Upon closer inspection, Ranes found that contractors with bids at the upper end of the spectrum had padded their figures with contingency funds to cover the difference between estimated prices and actual costs. This fudge factor was designed to take care of any odds and ends that popped up during construction. Bids on the lower end of the spectrum, on the other hand, downplayed this contingency money in an effort to land the job (some contractors land the job first and

maneuver for extras later). Luckily, in its initial announcement, the school board retained the right to reject all bids, and with Ranes's suggestion the board did just that.

Instead of soliciting lump-sum bids, Ranes suggested that the school board first ask contractors to work on a cost-plus-fee basis and then set a maximum cost ceiling that could not be exceeded. This meant that the contractor would agree—like Ranes—to work for a fixed fee. The estimated cost of the building (plus the builder's profit) then becomes the final cost of the project. As an extra assurance that estimated costs would not be exceeded, Ranes also suggested a performance incentive be included in the contract. This would split whatever savings a contractor could make—60 percent going to the contractor and the remaining 40 percent accruing to the school system.

The advantages of this arrangement: With an assured profit, the contractor will not be tempted either to boost the total cost of the project or to cut corners in an effort to protect his profit. Because accurate estimates of the building costs will help determine both his profit and his ability to land the job, the contractor will bid with realistic figures rather than with padded or stripped-down estimates. What's more, performance incentives will push a contractor to save money; he in turn will keep a close eye on subcontractors and will hunt for economical and efficient building methods because savings on the project means money for the contractor.

The result: savings. In the Montezuma-Cortez system, the savings amounted to one-third of the cost of comparable structures built in the traditional way. Superintendent Howerton says the gymnasium has met the approval of everyone in the community, and Ranes claims the building is one of the best construction jobs he has ever seen. □

THE AMERICAN SCHOOL BOARD JOURNAL

AUGUST 1979 (Void after October 1, 1979)

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THE AMERICAN SCHOOL BOARD JOURNAL

AUGUST 1979

Read this month's Ballot Box (see contents for page number) and cast your vote by marking the appropriate box at the bottom of this card. You may also use the space on this card for any comments you have about the Ballot Box proposition in this issue.

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THE AMERICAN SCHOOL BOARD JOURNAL

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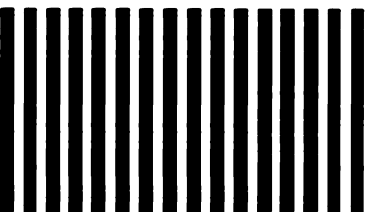
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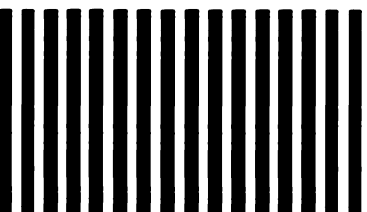
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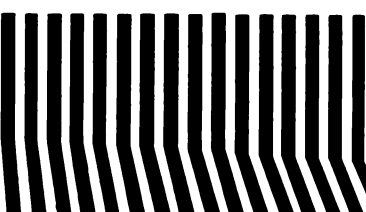
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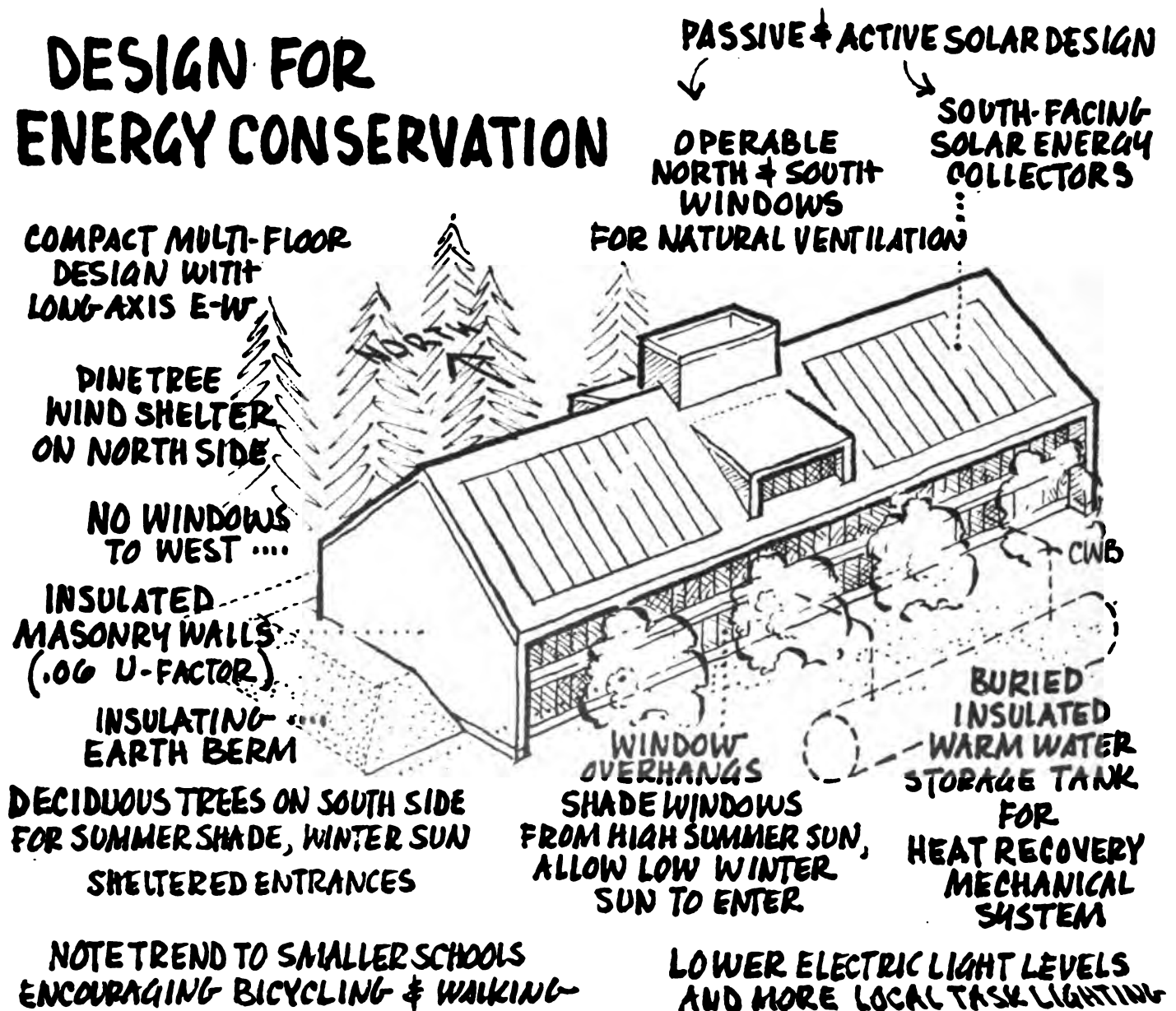


schools by design

NEW DIRECTIONS IN SCHOOL DESIGN

by C. William Brubaker FAIA
Perkins & Will Architects

DESIGN FOR ENERGY CONSERVATION

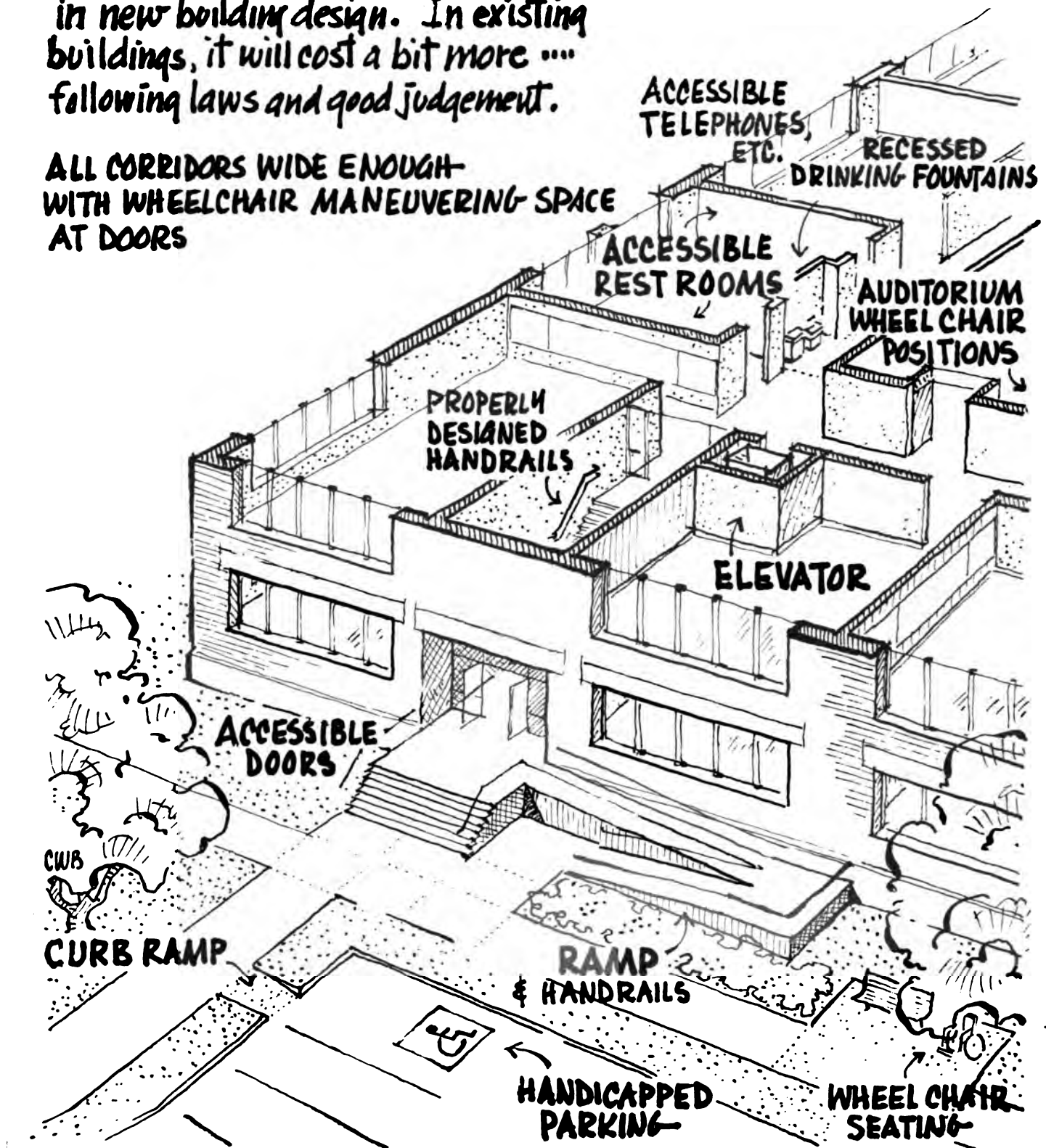


ACCOMMODATING THE HANDICAPPED

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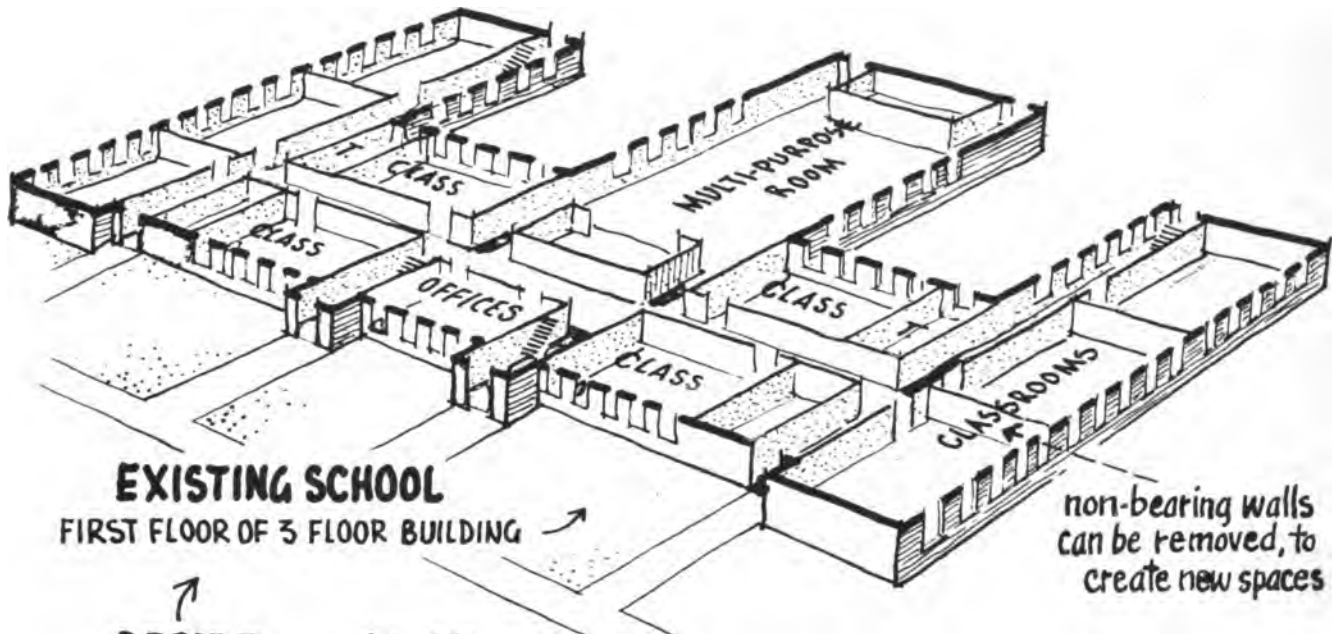


RECYCLING SURPLUS SCHOOLS

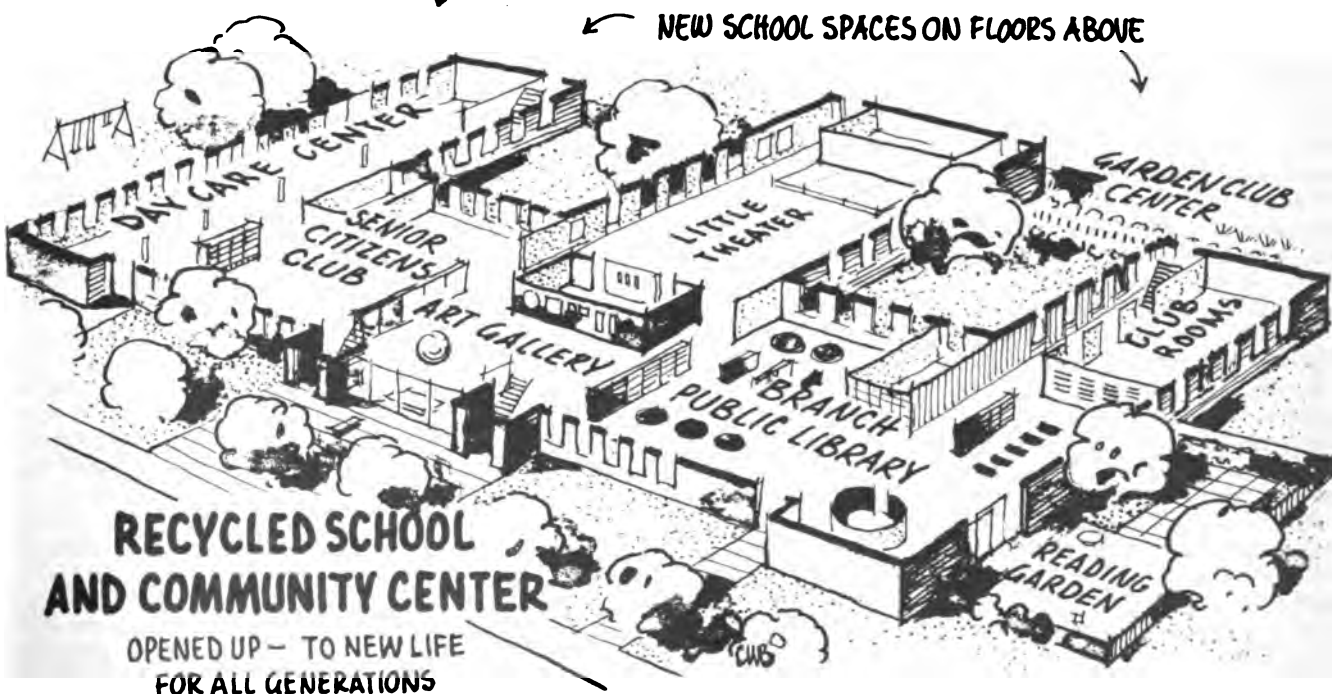
Many existing schools are structurally sound, energy efficient, and adaptable enough to accommodate new functions.

SURPLUS SCHOOLS HAVE BEEN CONVERTED TO OFFICES, ART CENTERS, SHOPPING CENTERS AND APARTMENTS.

A SCHOOL CAN ALSO BECOME A COMMUNITY CENTER. THESE SKETCHES ILLUSTRATE THE IDEA.



BEFORE and AFTER



Query: What should bilingual education do?

Since the founding of the United States, the education of non-English-speaking students has been one of the primary tasks of public schools. Currently, however, educators and legislators are debating *how* schools should handle the education of children whose language and culture are different from that of the majority population.

All of which leads to our question for this month's *Ballot Box*: "What do you think is the best way to educate non-English-speaking children?"

From one of the lettered choices listed in the subsequent paragraphs, select the answer that most closely reflects your opinion and circle the corresponding number on the postage-paid card facing page 40. Please select one answer, but add your comments in the space provided on the card. Results will be reported in the October JOURNAL.

A. Our school system largely is unaffected by special bilingual education programs.

B. Bilingual education is a concern for our schools, and we have—or should have—several programs to help prepare non-English-speaking students to meet the demands facing them in public schools. There should be bilingual programs designed for the specific needs of each group of students.

C. Most programs for non-English-speaking children are inadequate and we should do more. Not only should our

schools teach English, but they also should teach children the language and history that is a part of their native culture.

D. Schools should stay away, as far as possible, from involvement in bilingual and bicultural programs. America is a melting pot and the role of public schools should be to teach children—regardless of background—how to survive in an English-speaking society.

How to vote

It's important, free and easy. And it makes your opinion count with school leaders from across the U.S. and Canada. Here's how to vote: Locate the *Ballot Box* section at the bottom of the reader reply card on page 41. Mark your choice by letter, detach the card, and drop it in the mail—we've paid the postage. You need not sign your name, but please check the appropriate box in order to identify yourself as a school board member or administrator. If you care to, write a comment or two across the ballot. We'll tally your votes and publish the collective opinions of readers on the question in the October JOURNAL.

Finding: Duty motivates board members

People become school board members to serve public education, say a large number of respondents to the June *Ballot Box* question: "Why do board members run for office?"

Only a few board members and superintendents—five percent—claim that school board members seek financial gain from public office. But one school board member from Missouri did say: "When plans for construction of a new school were announced, several candidates—with dollar signs shining brightly in their eyes—began scrapping for school board seats."

A similarly small number of respondents—seven percent—claim that board members run for political gain. According to a second Missouri board member: "Two of my fellow board members may have run for the good of education, but I have no doubt the other four ran for personal and political reasons." But other respondents note that while board members may run—the first time—with their eyes on higher political office, they

quickly learn that the school board can be the kiss of death for a political career.

Thirty-one percent of respondents say that board members run for office to satisfy personal or political causes. Two respondents—one from Indiana and the other from Michigan—claim that the growing number of teacher union candidates running for school board office has influenced their opinions of board members. "As money becomes tighter and the caliber of boardmanship drops, more and more teacher unions are supporting candidates with personal and professional axes to grind. This has hurt education," the Michigan board member comments.

Seventeen percent of respondents mentioned ego gains as a motivation for school board membership. A Texas school board member admits candidly: "Heck, I like to feel as if I am making a difference, and I love to give speeches." A Wyoming superintendent states: "Board members all say that other

board members serve to massage their egos, but *they* serve only the best interests of public schools. Here's what I say: Baloney."

But the plurality of our voters, 40 percent, claim that board members serve to help public education. "Believe it or not, in our rural district, citizens really do have an honest, overriding concern for quality education," a New Hampshire board member tells us. A Maine board member says that all members on her 13-member board "have children in school, and are concerned about their own kids, their neighbors' kids, and the children of the town."

But the final (discouraging) word belongs to a disgruntled superintendent in Indiana: "You guys have got to be kidding. People becoming board members for other than self-serving motives went out with gaslights. You */editors/* may not know it or admit it (because your jobs depend on it), but the worst disease in America is school boards." □



NSBA task forces assess education

By Hiroshi Yamashita
President
National School Boards Association

Over the past decade, schools have been wrenched by changes in social attitudes and moral beliefs as well as by financial crunches, some caused by tax revolts. Upheavals in many school systems have resulted, with the public still unconvinced that the schools are meeting their goals. In an attempt to assist school board members and educators (from superintendent to classroom teacher) to reassess the role and responsibility of schools, a 1979-80 NSBA task force of school board members will review and identify the purposes of public education in the 1980s. Consensus on this question may help us diagnose the current state of the art and guide public education into the future.

Closely related to purposes are the decisions school boards should be making in the elementary-secondary curriculum, the topic of another task force. Clarification here may guide boards and educators as they deliberate services currently provided. An important aspect of the total curriculum, especially at the secondary level, is vocational education and its present and future needs. For years it has been an integral part of the school program. The incumbency now is for a task force to relate the program's objectives and emphasis to today's technological, economic, and environmental realities.

Another immediate concern is the problem of alcohol and drug abuse among students. This topic and another—what children should be taught about critical television viewing—need to be studied within a con-

text of external forces influencing the learners as well as within the school environment. What can school boards do about these forces in terms of countering or minimizing their negative effects upon students? How can we support educators, state agencies, and organizations in their efforts to cope with and control the problem?

As in any big business venture, management always is concerned about cost effectiveness—are we getting the most (the best) for our dollar? Hence, public education, which is very big business, should look at itself in the same sense. The sixth NSBA task force will be reviewing the evaluation of school programs and personnel performance. The objective is to find ways to assist school boards and school systems to develop evaluation mechanisms or to improve those they already are using.

Shifting social values affect schools

By Thomas A. Shannon
Executive Director
National School Boards Association

We took a look at the future of public education at the 1979 NSBA convention. We wanted to examine the societal forces that may be expected to change our elementary and secondary schools during the next five to ten years, and determine how school board members and superintendents can help significantly to shape the future of the public schools.

I moderated a session in which Lawrence Cremin, president of Teachers College, Columbia University, and James Guthrie, professor of education at the University of California-Berkeley, participated. Cremin and Guthrie were the perfect blend of geographic diversity, intellectual prowess, and practical perspec-

tives—Cremin as manager of a \$26 million budget and Guthrie as a school board member in Berkeley.

It seemed to me that the discussion identified four value shifts beginning to occur in the U.S. Some change already has resulted from them, with more to come. They are:

1. *Egalitarianism*: Rooted in the conscience of America and the Equal Protection clause of the Constitution, its expansion is reflected in school finance reform laws, affirmative action, special education, and education for the disadvantaged.

2. *Efficiency*: Mirrored in efforts to cast educational administration and instructional techniques in the model of private sector business, its effects include management by objectives, computer use, teaching machines, and team teaching.

3. *Accountability*: It is reflected in

pressure for more testing of teacher proficiencies and student minimum competencies. Caps on taxes or spending carry this message (to schools and other government units): "You haven't been as efficient as you should be, and accountability is still so fuzzy that we'll limit the resources you can count on to do a job."

4. *Comity*: Public schools once hewed to the "melting pot" line, with emphasis on transition from the foreign to the American culture and language. Now, there seems to be a shift in basic approach from transition to maintenance of the old culture. Enlarging efforts to nurture the foreign culture and language are evidenced by growing bicultural and bilingual programs and increased political militancy for official use of languages other than English.

(Continued on page 49.)



Court rules on handicapped admissions

SUPREME COURT DECISION WORRIES SPOKESMEN FOR THE HANDICAPPED. Advocates for the handicapped are concerned that the recent high court ruling barring admission of a deaf person to a college nursing program eventually may be extended to the rest of the nation's schools. The court's unanimous decision, however, was based on Section 504 of the Rehabilitation Act of 1973, while the affirmative action required of schools (to admit and design programs for the handicapped) is based on the Education for All Handicapped Children Act, better known as P.L. 94-142. Legal analysts in Washington say the court has made a distinction between professional programs that enroll adults, and public schools that educate all children. Analysts also claim that Section 504 requirements, making buildings accessible to the handicapped, should survive the court ruling as well. There's no denying, however, that the high court ruling is a chink in

the armor of protection built in recent years for handicapped.

ELEMENTARY/SECONDARY TUITION TAX CREDITS MIGHT FACE TOUGH SLEDDING. Supporters of tax write-offs for parents who send their children to private elementary and secondary schools have their work cut out for them on Capitol Hill because of another Supreme Court decision. The high court let stand a New Jersey court ruling declaring unconstitutional a state law allowing tax credits to parents whose children go to religious and other private schools. The high court made a distinction between aid to religious schools and aid to religious colleges; in some cases the court has found the latter permissible. Using this reasoning, it seems likely the court would okay tax credits to parents of college students, but not to those of elementary or secondary school students. Tuition tax credit legislation still is alive in Congress, although it probably will sit on the back burner until next year—an election year.

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N.I.E. PERSONNEL HAVE A NEW CURE FOR BUREAUCRATIC HEADACHES—a staff psychologist. A National Institute of Education bulletin says the psychologist is available to "deal with problems related to personal interactions that may affect the Institute's productivity." One day a week the doctor, who otherwise teaches at a local mental hospital and has a private practice, holds office hours at N.I.E. Employees can come to him to get "advice on how to improve his or her work situation," and supervisors can receive "guidance and assistance in recognizing and resolving problems with their staff."

H.E.W. STANDS FIRM IN THE CHICAGO SCHOOL DESEGREGATION CASE. The seemingly endless battle between the Department of Health, Education and Welfare and Chicago schools actually began at least a dozen years ago when, under the administration of Lyndon Johnson, the federal education office threatened to cut off the system's federal school aid. All-powerful Mayor Richard Daley convinced L.B.J. to get the feds to back off, and they did. After no public action during the Nixon-Ford years, but a great many unpublicized investigations, the Office for Civil Rights finally has concluded that the school system deliberately has segregated some of its schools, even though minority students outnumber whites in the Chicago system. With the White House directly involved, H.E.W. came up with an offer the school system hardly could refuse—a guarantee of \$36 million in desegregation aid over two years—if Chicago acknowledged it had to take some desegregation steps. *No Way*, answered the school system. Last-ditch attempts to compromise might work, but if they don't, a total federal fund cutoff and a Justice Department suit in federal court may ensue. □

Boards: Be wary of fact-finding

(Continued from page 35.)

any adverse public reaction. But boards should remember that teachers are more vulnerable to an adverse fact-finding report than are school boards. If the fact finder's report is unfavorable, it puts the union in a bad light: Not only has the union raised expectations that it cannot fulfill—but worse, the report may show that the expectations *should not* be fulfilled, nor should the issues have been raised in the first place.

To put a halt to the undesirable growth of fact-finding will require a co-operative local-state effort. State laws should not allow a dispute to be submitted to fact-finding unless the disagreement is over a legitimate issue. The state mediator or official responsible for the decision to initiate fact-

finding should be required to spell out the questionable *factual* issues and their relevance to the dispute. This might reduce the number of fact-finding requests the unions ask for—and receive—simply as a negotiating strategy.

At the local level, school boards should place fact-finding in perspective as soon as it's certain that the process is a reality. This means pointing out to employees and the public that the fact finder's recommendations are only advisory. After all, fact finders have no corner on truth, and an effort should be made to show taxpayers that the union and/or its affiliates have rejected fact-finding recommendations in the past. If the same union negotiator has rejected fact-finding recommendations elsewhere, that should be impressed upon

employees. But remember: Timing here is crucial. To launch such a campaign before the fact finder makes his recommendations or even conducts a hearing will be cited by the union as evidence that the board already has made up its mind not to accept the fact finder's recommendations. There also is the risk of alienating the fact finder. Furthermore, questioning the effectiveness of fact-finding is a two-edged sword because it provides the union with a rationale for not accepting recommendations that are favorable to the board.

Keeping these legitimate considerations in mind, school board members should begin early to emphasize to the public and to employees that a fact-finding report isn't going to panic the board into doing anything it thinks is unwise. □

It's new, it moves, and it's flexible

(Continued from page 39.)

pool in a school unless it contains a movable floor. Swimming pools with movable floors were even in use at the Olympics in Montreal and Munich.

One prime benefit of a pool with a movable floor is that it becomes accessible to small children and the handicapped. While the shallow end of typical swimming pools is three to four feet deep, most children don't reach that height until about the second or third

grade. With a movable floor, a pool can be raised to whatever height is desirable, so that children can be brought into water without any fear of slipping under. What's more, handicapped individuals can be moved into the pool without the usual hauling and lifting. Handicapped persons in wheelchairs, for example, can be rolled onto the floor in shower chairs, and then the floor can be lowered to the optimum depth. When the pool period is over, the floor is sim-

ply raised, enabling the children to be moved out of the pool.

A pool with a movable floor becomes a valued community asset, and chances are it won't be empty. But should it ever have a vacant moment, the floor can be raised flush with the deck, leaving a flat floor space. Throw some mats down on the concrete and you have a wrestling room. Or the room can be a dance hall, or space for just about whatever activity is required. □

Policy must reflect social values

(Continued from page 47.)

In order to assert leadership in so changing a climate, school board members and superintendents must reappraise their role in establishing and administering education policy at the local level. Board members and superintendents of the 1980s must:

- be informed advocates for the public schools, spend more time acquainting the public with education issues, and work actively and closely on public school governance and administrative issues at the state and federal levels in order to influence the policy initiatives formulated increasingly at those levels;
- interact more fully with leaders of other local governmental entities;
- be sensitive to school finance reform proposals and work to ensure that some control of local tax revenue

and expenditures remains at the local level (there is truth in the old saw, "He who pays the piper, calls the tune.");

- understand that, while school boards have final decision-making authority on local policy issues reserved to the local community by law, there must be an appreciation for collegial education policy development that involves parents, teachers, civic groups, etc., in the process;

- become more sophisticated in use of techniques and processes in such areas as collective bargaining, management, use of volunteers, goal setting, policy development, and so forth.

- resist intimidation by special interest groups, but at the same time be sensitive to the legitimate education needs of diverse constituencies of lan-

guages, cultures, and persuasions.

School board members, specifically, must demand optional courses of action from superintendents and hold their superintendents accountable for implementing the options selected. They must be actively involved in strong state and national school boards associations, and they must understand that public education will not be limited to the classroom—that all the resources of the community will be part of the schools of the 1980s, and they must be ready to shape the expansion by properly marshalling such resources.

Will you have to change much to cope with the problems of school board governance and administration in the 1980s? Brothers and sisters, that is a question of importance that only you can answer. □

lagniappe

California notes. According to a flyer published by a Berkeley group called CADAVER (Citizens Activated to Defend the Aspersed Value of the Eternally Reposed), Dead Liberation wants: "(1) Better living conditions—the Dead are boxed in municipal hovels without adequate recreational areas, medical facilities, or proper utilities. (2) Jobs—the Dead have a 100 percent unemployment rate. Refused jobs simply because they are dead. (3) An end to media stereotyping—terminate the crude presentation of the Dead in movies, literature, and popular folklore as somehow biologically inferior. . . . (4) The creation of a Dead Studies Department—sure the University studies dead authors and historical figures, but only /studies the time/ when they were living. (5) Inclusion of the Dead in Affirmative Action Programs—despite forming an overwhelming percentage of the total human population, there are no Dead in the University, excepting certain tenured professors."

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*See Board/Action Section, pages 9-10

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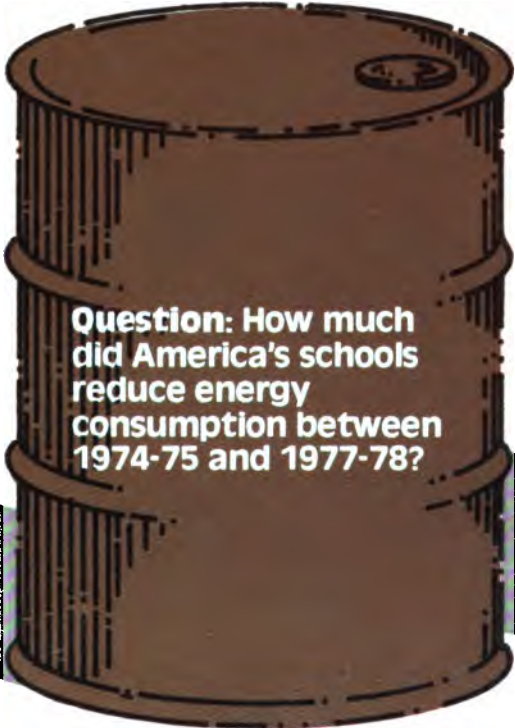
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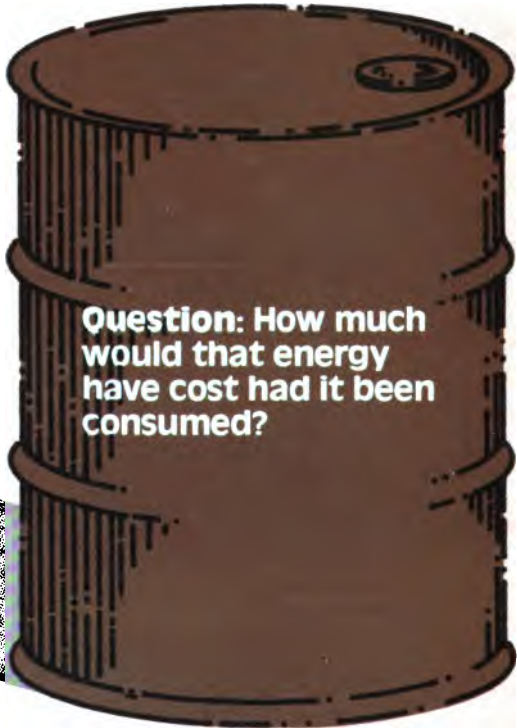
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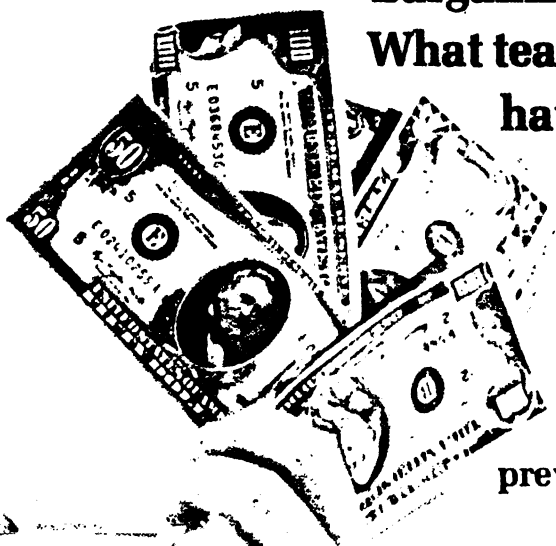
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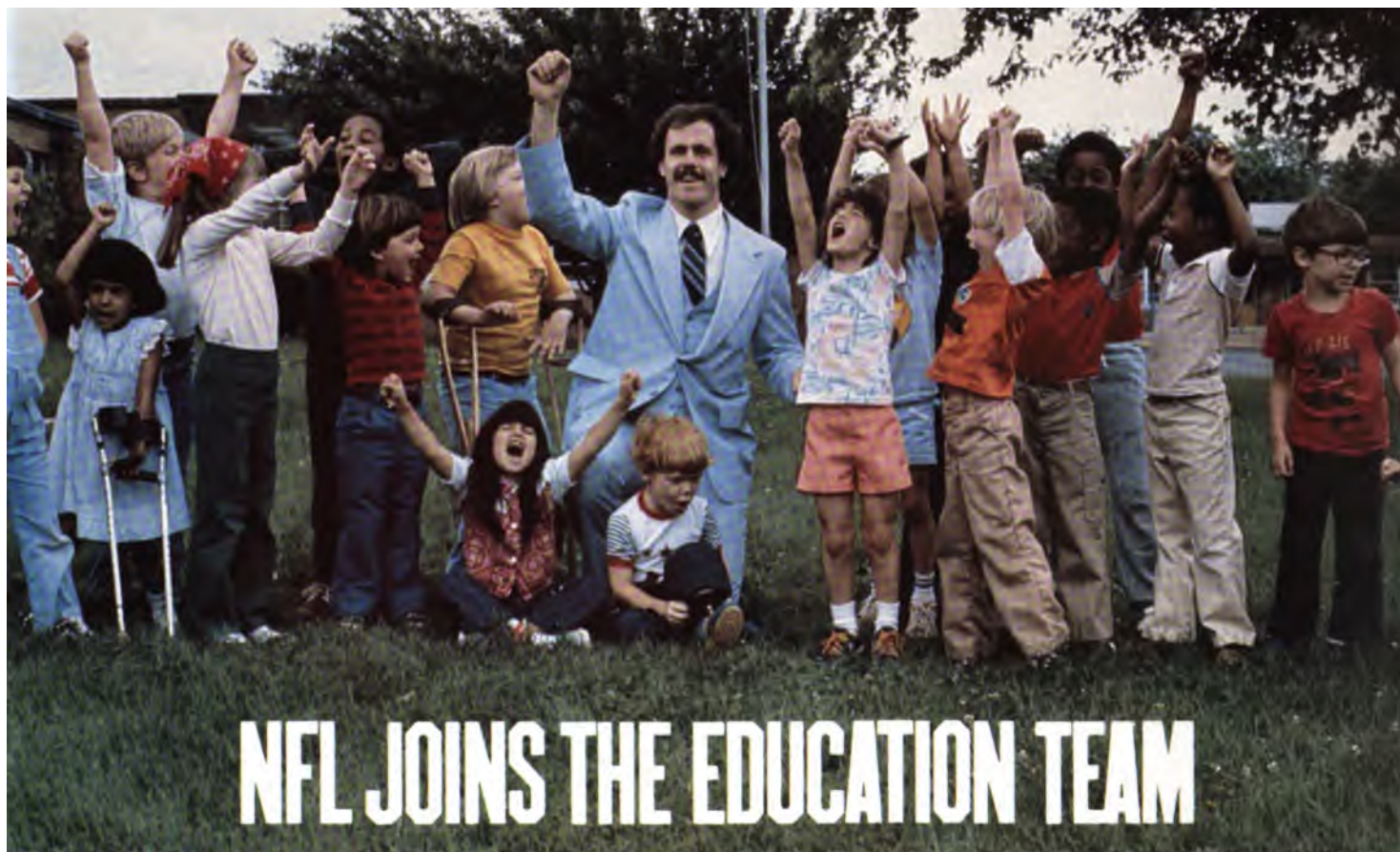
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Olin W. Stratton, President

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The American School Board Journal®

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SEPTEMBER 1979/VOL. 166 NO. 9

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write us a letter

Address letters to: Editor, The American School Board Journal, 1055 Thomas Jefferson St. N.W., Washington, D.C. 20007.

(Editor's note: We received such a heavy response to *Your schools may be the next battlefield in the crusade against 'improper' textbooks* and the other June censorship articles by Barbara Parker that we're turning over this month's *Write us a letter* section to a representative sampling of those responses from readers.)

SIR: I appreciated your articles on school book censorship. I remember that a couple of teachers were fired and library books were removed from my high school in the early 1960s. This was the outcome of much honest parental concern about "creeping socialism" and sex permissiveness. The result of this action was that the teachers appeared a bit heroic to us, and we made certain to read as many of those banned books as possible.

When I read them, I wondered what all the fuss was about. If they had not been banned, I doubt that I would have ever noticed either the books or the teachers, as they were not much less dull than the rest of the books and teachers in that school.

I don't blame people for being concerned about the influences to which their children are exposed. But censorship will not work to anyone's benefit. By far the most important thing is for parents, as individuals, to present strong positive models of mature behavior. Kids are intelligent. They will choose something good when they see it.

BRUCE ALEXANDER
Projects Director
Island Foundation
Covelo, Calif.

SIR: Barbara Parker has hardly concealed her bias in her zeal to protect the freedom of the press. She has made it appear criminal to restrict improper, objectionable, and inaccurate teaching materials. The propagandists for every existing social movement and activist group seem to believe that they deserve space in the textbooks from grade one on. The taxpayers are properly disturbed by this social indoctrination disguised as "learning to read."



Textbook crusaders Mel and Norma Gabler.

For a biblical view of censorship one would most logically read the Bible rather than seek advice from an essay by a theology student in Ontario, Canada. And the list of organizations you said could provide assistance are all from the liberal left; one doubts that the Bible could survive any of their guidelines.

NANCY MAZE
School Board Member
Peru, Ill.

SIR: You folks are to be congratulated for tackling this controversial subject. I appreciated Barbara Parker's research and travel involved in the preparation of the article. The pictures and the statements gained from her interviews of the Gablers added much depth to the article. I can see that she tried her best to make a neutral report of their activities.

W. C. LEONARD
School Psychologist
Morgan County Schools
Wartburg, Tenn.

SIR: The issue behind the textbook article and the Gablers is not taxpayers' frustrations or upset parents. While both of these are surface influences, the real issue lies deeper. The question simply stated is, "Is there truth?" We need to know if there are any absolutes which hold the universe together, or is all truth merely relative.

The stakes are high. Can man know most certainly (absolutes) or must he

choose an everchanging concept of truth and never be sure of knowing?

It is interesting to note that our society retains the desire for freedom from censorship while students still are limited in their opportunity to examine the strongest absolutes basic to our country's heritage. Most institutions today (schools, churches, etc.) deal with only symptoms of the problem.

Are there absolutes that cover all facets of society—history, science, art, philosophy, etc.? YES.

BILL STRAFFORD
School Board Member
Plainfield, Ind.

SIR: I read with sadness and respect your article on the Gablers' efforts to insinuate their attitudes and beliefs upon our nation's students:

Sadness, because they have cannily uncovered two prime targets to mold the next generation's minds to their questionable views—the real time constraints upon us as school board members and the potential of the written word to mold attitudes while informing.

Respect, because the JOURNAL had the integrity to present, fairly, their revealing "crusade."

In nearly a decade of school board service, I have experienced the mounting pressures on boards to remedy a variety of past societal grievances through our schools. This is, in the main, a worthy, though sometimes wrenching, endeavor. Not so the Gablers' efforts at thought control. From attendance at numerous national conventions, I have witnessed the diversity of our problems and solutions, but we must resist allowing self-serving special interest groups from making schoolrooms society's battlefield. I have yet to meet a school board member who is not motivated by a desire to do what is best for his students.

History has numerous examples of using the education of a nation's youth to political ends. We have only to look to Nazi Germany for our lesson.

The "back to the basics" movement, if it is to be valid, must result in academic gains, not Judeo-Christian religious instruction or politicization. "Textbooks mold nations because they determine how a nation votes . . ." according to Mel Gabler. Their own words are their greatest indictment.

As school board members, we should all be warned by this article. Warned into greater awareness. The Gablers'

success in halting the purchase of dictionaries in Texas should put all school boards with state adoption committees on notice. The Gablers' potential impact in these states is awesome.

CARLOTTA R. TYLER
Topsfield, Mass.

SIR: I want to congratulate you on a most interesting June issue and an enlightening, pretty well balanced article on the Mel Gablers. There are quite a few of us here who happen to admire them and who do not at all consider them "censors." My own personal opinion is that we need some censorship in grade schools and their libraries. At least, parents should have the right to choice. I did not have that right when an 8th grade teacher told my boy, age 13, to read *The Godfather*. Skim through the book if you have not read it, and picture a country boy of 13 reading it. This is not my idea of teaching them reality. I want my children to hear all about life—but with guidelines of morality. These guidelines can be neutral so far as denomination, but as a strong Protestant I would rather send my child to a Catholic private school than to today's public school. Books are replaced by filmstrips, slides, models, and mimeographed sheets, none of which the parent sees. My son finished college without knowing who Shakespeare was, without reading the classics in school. (He read them at home.) His English teacher told me, "We threw them out years ago." With the classics went morality.

I could go on indefinitely with my own examples, but I want to mention the five shorter articles appearing in connection with the one on the Gablers. These five are deliberately slanted the other way—warnings of violence, threats, loss of jobs, insults from conservatives, the painting of conservatives as foulmouthed and stupid. (I note Barbara Parker's name and initials on all six articles.) The short piece on a biblical view was ridiculous. King David had not only a "fling" with Bathsheba, he betrayed and murdered an innocent and loyal soldier for her, he suffered repentance and anguish to the point of death, he was severely punished in the loss of his firstborn child. Why did you "censor" that out? We don't wish to present a "filtered concept" of life even to children, but strong moral lessons followed these Bible incidents, and they have been "censored" out. A 16-year-old today isn't likely to be corrupted by reading about sex, but a 5-year-old tot does not need to know all the details of the sex act, as he is shown in one set of slides I reviewed.

Your explanation that schools are a convenient target for unhappy citizens is

nonsense, but certainly original—the first I ever heard such a notion.

The last paragraph of the article about personal attacks [*In censorship battles, you might become the target for personal attacks—like these*] was just plain nasty and, I believe, pure fiction.

The Gablers now have parent groups in every state of the union and we intend to be heard, to regain control of our children and P.T.A.s and P.T.O.s. While parent groups do not have to agree in detail with the Gablers, or with other groups, we all do agree that filth and anti-Americanism have no right to a place in public school textbooks.

I can't help wondering why the American Civil Liberties Union was listed along with educational facilities you mentioned.

HARRIET HOADLEY
Newton, N.J.

SIR: Thank you for the excellent articles on censorship controversies in public schools. You have performed a vast public service by calling school board attention to this spreading problem.

The founding fathers recognized the evils of government censorship by prohibiting such restraints in the U.S. Constitution. I take great pride in the fact that the American educational system is distinct from the Communistic school system in that government at each level—local, state, and national—is prohibited from controlling the minds of children. American children are taught to be curious, to examine basic tenets critically, and to value their right to freedom of thought and freedom of expression. Basic to democracy is the idea that we have nothing to fear from freedom of information—in fact, democracy cannot survive any other way. Therefore academic freedom—the ability to explore various theories without governmental restraint—is as basic as democracy itself.

Perhaps the most important portion of your articles was the inclusion of the article about policies—*Sound policies and a well-informed public can ward off censorship controversies*. Amen. School boards must enlist all interested parties in the effort to select good textbooks—parents, classroom teachers, administrators, and others—if a unified effort against such educational threats is to be possible.

When will the censors realize that spotlighting certain books only guarantees that they will be read word-for-word? Perhaps that's why the censors have finally banned the Bible from public schools because of its "sexually permissive and frank language"—something the Supreme Court has never attempted.

Keep up the good work, and please

consider a follow-up article, publishing a sample listing of some of the books the Gablers wish to censor (so that school boards are forewarned and forearmed). The banning of dictionaries, trigonometry books, etc., is news to most of those in the educational community, and points out that once censorship starts, it knows no reasonable bounds.

NANCY S. PAPAS
Director of Political Education
Indiana State Teachers Association

SIR: Barbara Parker's story on the Gablers [*Your schools may be the next battlefield in the crusade against improper textbooks*, June] is terrific. I give her my highest compliment: "I wish I had written the article." It's a masterpiece. And the accompanying stories tip the scales—especially *A biblical view of censorship*.

I think, however, that it is unfortunate that one of the headlines read: *Is the censorship capital in Indiana?* I don't think it is. The activity in Rockville, Md., far outdistances that in Warsaw, Ind., which was the subject of the JOURNAL story. The same could be said of cities in California, Texas, Minnesota, New York, and several New England states. Indiana suffers nationally from a so-called conservative, backwater image. And Warsaw hasn't helped. But Indiana is certainly not in the forefront in censorship.

But that headline does not detract from nor minimize the excellence of the articles. Again, terrific.

EDWARD B. JENKINSON
Director
English Curriculum Study Center
Indiana University
Bloomington

SIR: The JOURNAL is to be congratulated for bringing the facts of organized censorship to the public's attention. During times of stress the conditions are established for censorship groups to impose absolutist rhetoric to salve uncertainty. The timely, evenhanded and well-documented presentation by Barbara Parker represents a welcome contribution for the protection of enquiry in our public schools.

It remains for the courage demonstrated by Ms. Parker to be practiced by school boards that may become targets of organized censors. Unless educators and concerned citizens have the courage to speak firmly about the rights of enquiry in our democratic society, the function of public education will be dim indeed.

J. CHARLES PARK
Professor of Education
University of Wisconsin
Whitewater

Here's competent advice on writing competence

By James Betchkal

This mordant letter-to-the-editor was published not long ago in the *Claremont* (California) *Courier*:

To the Editor: I submit this letter because education is under fire these days. I have a suggestion that might help. I propose that one week be set aside during which teachers would teach their routine classes and nothing extra be added.

During that week there would be no class meetings, no California Achievement Tests, no yearbook and ring sales, no senior pictures taken, no rock band assemblies, no field trips, no school fair, no play rehearsal, no track meet, no creative arts festival, no eye testing, no reading system salesman, no gym floor varnishing, no meeting for the group going to Spain, no fire drill, no pep rally, no speaker from Africa, no slide-show assembly, no TB skin test, no open-house visiting, no band practice, no passes for students to stay and finish an experiment, wait for the sweet rolls to come out of the oven, make up a test, mop up spilled paint or clean the ink off the printing press, and no early dismissal for part-time jobs.

This week should not contain Memorial Day, Good Friday, Columbus Day, Veterans Day, Martin Luther King Day, George Washington's birthday, Labor Day, the first day it snows or the first balmy day in spring. Should such a week be arranged, it is possible that our students might be able to do what they are supposed to do in school—learn something.

Observer

The letter from "Observer," quoted in *Empty Pages*, might sound self-serving, and perhaps it is. But what if such sentiments were to prompt us to come alive to the likelihood that until we make up our minds about what we want the schools to accomplish, the schools merely will continue to achieve a little bit of a lot of things? And a little bit of a

James Betchkal is editor-in-chief and publisher of the JOURNAL.

Empty Pages

A Search for Writing Competence in School and Society
By Clifton Fadiman
and James Howard
200 pp. Belmont, Calif.:
Fearon Pitman. \$7.95

This book may be ordered
directly from:

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6 David Dr.
Belmont, Calif. 94002
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lot of things leaves some big things unattended to.

One of them, the evidence suggests, is the teaching of writing. The evidence has been collected by 11 men and women serving on a Commission on Writing, its work underwritten by a grant to the Council for Basic Education from the National Endowment for the Humanities. Among the 11—a diverse group whose only commonalities seem to be that each knows something not only about writing but also recognizes that "the life of any culture rests on that rock-bottom device of social bonding, its language"—was Clifton Fadiman. With some useful assistance from James Howard, Fadiman has recorded the commission's findings about the state of writing competence in the U.S. and Canada today, and what the commissioners think ought to be done about it. As to the former worry, the commissioners found, not surprisingly, that the state of writing competence today is almost, but not quite, abysmal. But to our great good luck, what they think can be done about it turns out to be some practical things that can be undertaken by any school system.

All of this is set down in *Empty Pages*, subtitled *A Search for Writing Competence in School and Society*. It is a splendid book invested with a determination not to alarm and, certainly, not to wring hands, though its findings are enough to evoke both reactions. In the simple and fluidly beautiful prose that marks all of Clifton Fadiman's

writing, *Empty Pages* says only this: For reasons that are not new and perhaps never will be completely clear and probably don't matter much anyhow, schools and a lot of other elements of the society have lost sight of the need to convey to their patrons a love of language. The gradual result has been a crippling of the intelligence of the citizenry, which finds it increasingly difficult and decreasingly rewarding to attempt clear (let alone compelling and beautiful) communication with itself. Consequently, unless—as R. Winfield Smith* put it—we are willing to continue racing headlong into a future in which we turn out hordes of "graduates" who cannot read or write or figure, and who will be governed by an elite who can, we had best do something about liberating the society's crippled intelligence.

But, mind you: Fadiman displays no 1960s illusions about how so seemingly awesome a task is to be undertaken: The liberation of the intelligence "should not be confused with 'socialization,' 'self-expression,' or the 'search for identity.'" The teaching of language, and notably of writing, should not be subordinated to purely private purposes, let alone fleeting trends or fashions. It should be anchored in the best means of expression so far attained by our culture."

The advice of *Empty Pages* is both practical and specific. The practical, first: "The job (insofar as they do not do these things for themselves) is to teach the students to talk, think, read and write in the language known as Standard English. Oral Standard English and written Standard English may differ. But the differences between them are less marked than those distinguishing the accepted language from ethnic, dialectal, jargon, or vogue English."

As to the specifics, they are in two chapters ("The Conditions of Teaching" and "The Conditions of Learning") and two appendices ("More

(Continued on page 40.)

*"How to tell if you have a good school board," by R. Winfield Smith. *The American School Board Journal*, September 1977.

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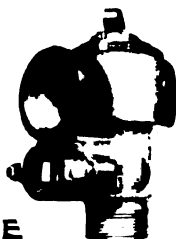
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the Journal adviser what would you do if . . .

. . . one of your board members used the school mailing system to settle a gripe?

If it isn't one thing, it's another. You were breathing a sigh of relief because you'd just come through teacher negotiations without losing your shirt: The board had been able to hold the line on a few hard fought policy issues and is pleased with the new contract.

But the teacher union, by no means as pleased with the contract as you are, obviously isn't willing to let go of some of the more controversial issues involved in the contract. Just when you thought things were settling down, an editorial appears in the union's newsletter. To make matters worse, the editorial is *not* just a matter of opinion, it includes a sharply worded, highly personal attack on Board Member Willard Helser. Helser had been particularly tough-minded during negotiations and most adamant as well as vocal about keeping some important clauses out of the contract.

Helser, mad as hell, decides to fight fire with fire: Without consulting other board members or the superintendent, Helser channels his anger right through the schools' internal mail system. He fires off a letter—equally as vitriolic as the union editorial—and uses the schools' mail to be sure that it gets into the hands of every teacher in the system.

Though you understand Helser's anger, you wish he had let the board and the superintendent know about his rebuttal—or at least he could have chosen a different distribution service. The mail system isn't intended for that sort of thing: Individual board members shouldn't use it to communicate directly with staff. Now everybody's at each other's throats again. The union is crying foul play, and the board, though sympathetic to Helser's position, is chagrined at his indiscretion.

The question: What *should* Helser have done?

A. Just what he did. Helser knows—and so do you—that the school mail system is the fastest way to get information directly to each teacher. Besides, it doesn't cost anyone anything.

B. Sent a countereditorial to the editor of the union newsletter with a request for equal time. A copy of the rebuttal should have been sent to the board president and superintendent as well.

C. Ignored the whole thing. The union's just being a sore loser and the less said, the better.

D. Called his lawyer and had the attorney investigate the possibility of a damage suit against the union, the newsletter, and the editor himself.

FOR THE ANSWER, TURN THE PAGE UPSIDE DOWN

ADVICE FOR THE ASKING

If you are plagued with a prickly problem of school board membership or administration, throw it in the lap of the JOURNAL's cadre of consultants known collectively as *The Journal Adviser*. We'll change the names of persons and places. Then, we'll share the problem and its suggested solution with our readers. Write: *The Journal Adviser*, *The American School Board JOURNAL*, 1055 Thomas Jefferson St. N.W., Washington, D.C. 20007.

THE ANSWER: B. The scathing editorial appeared in the union newsletter, so that's the logical place to offer a rebuttal. If the editor refused to print it, then Helser could have made sure that every teacher got a copy of his letter—but by regular mail, not the schools'. Of course, board members do send materials directly to the entire faculty from time to time—for example, campaign materials during an election—but they should do so via regular paid mail, and even then, only with the knowledge of the full board and superintendent. To call an attorney seems a bit extreme—unless, of course, the attack was personally libelous or obscene. If the attack is typical of union complaints against board members, it might be wise for Helser to develop a tougher hide if he's to survive in his job. A vicious or personally damaging attack, however, should not be ignored.

A special announcement to our readers

The things a school board member really needs to know

IF YOU'RE a school board member (or an administrator) and you want in-depth (*really* in-depth) help in learning about any of these five crucial topics—

1. How To Set Up a True "Basics" Curriculum in Your School District;
2. How To Understand, Use and Change a School District Budget;
3. How To Evaluate Your Administrative Staff (and Build a Better Working Relationship With Your School Superintendent);
4. How To Build and Maintain a Successful School Public Relations Program; and
5. How Reading Is Taught in Schools, How It Should Be Taught, and All the Things a Board Member Ought to Know About It

—then plan now to be in New Orleans, November 15-18, for the 1979 Educational Conference of *The American School Board JOURNAL*.

Not the usual series of unconnected short meetings, these are carefully constructed workshops—*each* with 7½ solid hours of educational experience over a 2½-day period, and you may select *any two*—that incorporate a variety of instructional techniques designed to help a school board member become thoroughly acquainted with the topic and to equip him or her with the skills to put that knowledge to work back home.* With specifically developed approaches—worksheets, simulations, case analyses and more—an expert faculty team will lead you into the subject matter. At each workshop course you'll also receive a free notebook of learning materials developed by the faculty—charts, diagrams, exercises, journal articles, and other resource materials. In addition to new ideas and skills, you will take back tangible resources to be shared with your fellow board members, adminis-

trators, and others back home. And *free* follow-up consultation (through mid-January 1980) will be available to you as a workshop participant. This means that for the workshops you select, you may call on the faculty for assistance or reaction to a problem or concern related to the workshop topics. That's right: The *JOURNAL* will work with you even beyond the conference itself—helping you to develop your ideas and plans of action further by enabling you to tap the expertise of our faculty—free of charge—during the weeks immediately following the New Orleans conference.

What can you expect at the *JOURNAL*'s 1979 conference, November 15-18, in New Orleans? Here are brief descriptions of the five workshop courses (choose *any two*) and a listing of the outstanding faculty for each:

1. How To Set Up a True "Basics" Curriculum in Your School District (7½ hours over 2½ days). In this workshop you'll construct three things: (1) a working definition of "basic education"—no easy task, considering the multitude of "definitions" and interpretations that abound today; (2) a specific set of academic expectations that your school board should associate with each of the disciplines in the "basic" curriculum, and (3) a series of ways for your board to set up a true "basics" curriculum in your schools, including such matters as promotional standards, early diagnosis of learning disabilities, inservice training for your teachers, advanced placement opportunities for gifted and talented students, administrative support of the basics approach, and K-12 curriculum design. **Graham Down**, Executive Director of the Council for Basic Education, and **Elsie Harley**, a well-known associate superintendent for instruction, are the faculty team for this workshop. Each is an outstanding authority in both the theoretical *and* practical aspects of basics education.

2. How To Understand, Use and CHANGE a School District Budget (7½ hours over 2½ days). Working under

*A complete registration brochure appeared in the center of the August *JOURNAL*. For additional copies, write: Journal Registrar, *The American School Board JOURNAL*, 1055 Thomas Jefferson St., N.W., Washington, D.C. 20007.

expert guidance in small groups as board of education members of a simulated school district, you'll analyze a "program oriented" budget designed to reflect the community's needs and priorities. You'll then develop a second year's program budget that *reduces* school expenditures, yet improves the quality of the school program while taking into account contract negotiations and other cost factors. You'll learn to *use* the budget as a communications tool. A complete set of materials covering two years of a program oriented budget will be provided. **Sam Sniderman** and **Ivan Wagner**, veteran superintendent and veteran professor, respectively, have field-tested this workshop course with hundreds of school board members—to rave reviews. Both enjoy extensive administrative and budgetary experience.

3. How To Evaluate Your Administrative Staff (and Build a Better Working Relationship With Your Superintendent) (7½ hours over 2½ days). You'll analyze a series of situations (from real-life experiences) in this workshop, and you'll learn effective ways (1) to evaluate your school system's administrative staff and (2) to improve the working relationship between your board and your superintendent. Methods of evaluation that avert difficulties in staff retention or the staff's professional growth will be set forth, as will be methods for creating and maintaining a positive working relationship with your superintendent. Under the direction of **Mel Heller** (department chairman and professor at Loyola University) and **Bonnie Schoepel** (president of an Illinois school board), you will develop a step-by-step plan of action for use in your own school district.

4. How To Build and Maintain a Successful School Public Relations Program (7½ hours over 2½ days). The major goal of this workshop is to equip you with a planning process for organizing your own districtwide and building level communications programs. You'll learn proven ways for communicating—through a sound public relations program—the problems and progress of a school system with regard to such matters as school closings, bond issues, effective advisory committees, news media relations, creating readable publications, your board's role in effective communication, developing communications policies and job descriptions, and staffing a communications position. Each session will be laced with activities designed to improve personal communications skills and to pinpoint ideas that can be put *right to work* in your own school district. Both workshop faculty members bring a wealth of *communications experience—in educa-*

tion and in business. **Gary Marx** is a longtime school public relations specialist and now associate director of the American Association of School Administrators; **Joanie Flatt** is community relations director for the Mesa (Arizona) public schools.

5. How Reading Is Taught in Schools, How It Should Be Taught, and All the Things a Board Member Ought To Know About It (7½ hours over 2½ days). The purpose of this workshop is to help school board members cut through the fog and jargon and—in some cases—downright obfuscation that clouds what the teaching of reading is all about. You'll be involved from the start in learning about the reading process. You will discover what learning to read really is, and you'll experience several different methods of how reading *is* learned. You'll examine samples from reading curriculums and textbooks, and you'll review how reading conventionally has been taught. Then you'll review how reading *should* be taught, based on professionally accepted research and practice. You'll be helped to understand different approaches, programs, methods, and plans for success in reading. You will use reading tests, analyze some reading materials, teach other participants some reading skills, and experience—as students do—some of the joys and sorrows of reading. Also some practical approaches for shared responsibility (read accountability) for parents, educators and community will be examined. **Charlotte Brooks**, the workshop's senior faculty member, is a past president of

the National Council of Teachers of English and one of North America's foremost experts on the teaching of reading. She will be assisted by **Al Granowsky**, reading specialist with the Dallas schools with special expertise in early childhood reading.

In addition to the two workshop courses you select from the five offered, your tuition of \$320 (\$290 if your school board is a Direct Affiliate of the National School Boards Association) also will cover:

- A *"Meet-the-Faculty"* reception where you'll be a guest of the JOURNAL on Thursday evening, November 15, as you mix and mingle with the faculty and your fellow school board members from throughout the U.S. and Canada.

- A *Plenary Session*. Setting the stage for the JOURNAL conference will be an opening session on Friday morning, November 16. Board President **Anthony J. Mussari** of the Wilkes-Barre (Pennsylvania) Area School District will present a multimedia, fast-paced address titled *Strategies for School Board Survival*. In it, Mussari will illustrate in dramatic ways the need for board members—and administrators—to be well-informed on major topics such as those to be explored at the conference. Look for Mussari to explain techniques and strategies to use in surviving (politically and philosophically) as a member of your local school board.

- A *Luncheon Address*. Also included in your conference tuition is a luncheon on Saturday, November 17, with **Thomas A. Shannon**, Executive Director of the National School Boards Association—and one of the nation's most outspoken defenders of local, lay control of education—as the speaker.

- *And More*. Bring your spouse to New Orleans. There'll be open evenings and spouse tours will be available throughout the conference—of the French Quarter, the river scene, the Garden District, Bourbon Street, and much more. The Fairmont Hotel, scene of the JOURNAL conference, is adjacent to the French Quarter with its famed restaurants, jazz halls, French Market, Bourbon Street, St. Louis Square, the cathedral, the myriad shops where nearly everything under the sun can be found.

How To Register. Use the registration brochure on pages 23 through 28 of the August JOURNAL. Photocopy it for your colleagues' use as well. Because enrollment size in each course will be limited, please register immediately. Additional descriptive registration brochures may be obtained by writing: JOURNAL Registrar, *The American School Board Journal*, 1055 Thomas Jefferson St. N.W., Washington, D.C. 20007. □

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THE AMERICAN SCHOOL BOARD JOURNAL

SEPTEMBER 1979

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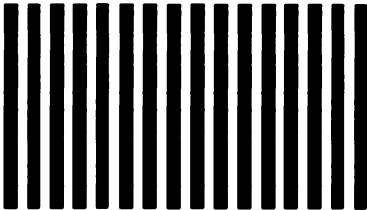
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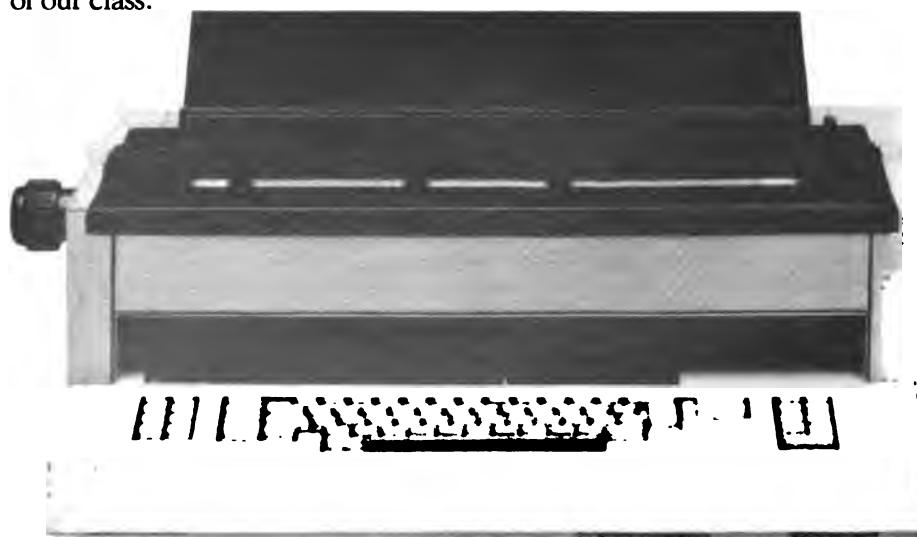
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. . . computers for the classroom

Classroom practice has changed dramatically over the past 25 years, owing largely to the introduction of an array of audiovisual teaching aids—slide projectors, filmstrips, audio and video-cassettes, movie projectors, overhead projectors. Now, a *new* revolution in curriculum equipment is in the offing: Stand by for computers in the classroom.

Audiovisual manufacturers claim the potential benefits of computer technology to education are boundless. As a result, they have launched a full-scale campaign aimed at making classroom computers as common as chalk and pencils. The new microcomputers developed for schoolrooms are sophisticated products, many of which feature color videographics and substantial memory capacities. Most resemble typewriter keyboards attached to a television screen, and many now are being adapted for use by young children (programs will not be erased if a youngster pushes a single button, for instance).

Computer hardware (projectors, tape players, cassette recorders, and the like) is accompanied by software programs (curriculums developed by manufacturers in conjunction with educators). Manufacturers say teachers someday will be able to choose a topic (including all levels of math, science, reading, and other basic skills), insert an appropriate "floppy disc," which is something like a phonograph record, into the computer, and let students take over from there. (One often-cited advantage: Students can learn at their own pace by replaying sections of the program as they need to.)

Computers in the classroom could be helpful in several ways, manufacturers say. As teaching aids, the computers free instructors from repetitive drills, al-

lowing teachers to concentrate on students who need individual help. Computers and computer programming themselves might become the focus of education's next big vocational thrust, giving high school students the degree of computer literacy futurists say will be required of us all in the next ten years. If computers continue to alter every facet of our daily lives, as some predict, students in even the earliest grades soon might require some degree of familiarity with what computers are and how they work.

If you can't visualize a seventh grader playing computer programmer in class, think back 15 years, and consider how likely the current phenomenon of a calculator in every bookbag seemed then. Manufacturers are so confident of the potential need for computers that they predict the education field alone will spend \$400 million on computer hardware in 1982 and another \$200 million on accompanying software programs.

The greatest impact of classroom computers will be on the student, who will learn *about* the computer as he learns *from* it. Computer terminals connected to a school system's accounting computer already are being used successfully to teach programming to enthusiastic high school students in some parts of the country.

Dazzling as the possibilities might be, however, consider these questions before buying any computer system:

- How much do you want to spend? Prices for classroom computers and accompanying software vary greatly. But as more manufacturers enter the field, prices have been driven down in recent years. A computer costing \$3,000 two years ago, for example, might sell for as little as \$1,000 today. Hand-held, programmable calculators are available for \$100 to \$300. Shop around.

- What's available? One trip to a "computer store" will convince you of the variety of computer systems on the market. Some probably are much more sophisticated than your schools need now. Consider starting small (with a few programmable desktop calculators, for example) and adding more complex equipment later.

- How reliable is the manufacturer? With so many computer manufacturers

hawking their wares on the market today, it's smart to research the company you buy from. Does it have a record of reliable products? Does it guarantee its equipment? Does it service equipment or provide training for maintenance of its products?

With planning, your purchase of classroom computers today can be an investment in the education of the 1980s. □

new for boards to buy . . .



Overhead projector. This projector features a long-life, energy-saving lamp that is said to use 50 percent less energy than a conventional lamp. The projector also offers a high/low switch to increase or decrease lamp power, a built in lamp ejector for easy changing, and an interlock and thermal shut-off switch that cuts power off if the stage door is opened or the projector overheats. From Projection Optics Co., Florham Park, N.J. **For details, circle 50 on reply card.**

Multimedia writing program. These two programs teach students how to write sentences and paragraphs. The programs are individualized and allow students to work at their own speed. In each program, stu-

*For valuable technical assistance in the preparation of this article, the JOURNAL is grateful to: Deborah Fliehm, Bell & Howell Audiovisual Products Division, Chicago; and Greg Smith, Apple Computer, Inc., Cupertino, Calif. For more information, please check **Audiovisual** on the reply card facing page 8.*

dents follow a series of prescribed steps to achieve specific goals. Each program has six filmstrips, six audiocassettes, a student notebook, and an extensive teaching guide. From i/e, inc., Los Angeles. For details, circle 51 on reply card.



Portable cassette recorder. Combining high fidelity stereophonic sound with cassette/slide presentations, this cassette recorder is designed for easy operating. It features two built-in, 15-watt amplifiers, and can function as a public address system as well as a recorder. The cassette recorder also consists of computer keyboard controls, integrated circuits, and modular construction for easy servicing. From 3M Co., St. Paul, Minn. For details, circle 52 on reply card.



Transparencies. Made of polyester film, these transparencies are said to have a high heat-distortion point and reportedly are almost impossible to tear. Printed to meet client requirements, and also available in blank sets, the transparencies are drilled and die cut for quick, precise placement on a projector. Overlays can be attached to the transparencies and conventional cardboard frames are not re-

quired. From Clarendon Press Pty Ltd., Kensington, New South Wales, Australia. For details, circle 53 on reply card.



Film projector. This projector offers plug-in, solid-state amplifiers and built-in speakers. Capable of handling small and large reels of film, this projector features easy slot threading and a midpath film removal facet that allows film to be rewound at any time. The amplifier turns on automatically with the projector and needs no warm-up time. From Bell & Howell, Chicago. For details, circle 54 on reply card.



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journal after the fact



Standardized tests curtailed in two states

Proponents of standardized tests recently received two quick blows to the chin; but, as usual, school boards are the ones that might suffer first.

In Florida, Federal District Judge George Carr has ordered school boards to graduate students who failed the literacy portion of that state's minimal competency examination but who otherwise qualify for graduation. Reason: The law was imposed hastily and students should have been told—before their sophomore year in 1977—that the literacy skills being taught would be required for high school graduation, Judge Carr decided.

Carr also ruled that portions of the test discriminated against blacks, because until 1971 Florida still had a great many segregated schools (3,445 blacks and 1,342 white students failed the test). "The vestiges of [the] inferior elementary education [blacks] received still are present and affect their performance," Carr said.

The judge did not, however, throw out the idea of a statewide minimal competency examination. Carr upheld the graduation requirements in general, but said schools could deny diplomas to students who fail the tests only after the 1981-82 school year.

Reactions to the decision are mixed. Civil rights groups are pleased because their contention has been that the tests were too hastily implemented and discriminate against past victims of segregation. Said a mother of one of the students who took the issue to court: "We're very happy about the ruling. I'm not against testing; I just think it should be done fairly."

But Don Magruder, executive direc-

tor of the Florida School Boards Association, is dissatisfied with the decision, saying: "The test has been instrumental in creating good relations between the public and the school systems. The judge's decision will threaten those good relations and . . . set education in Florida back four years." He adds: "The judge attempted to walk a middle ground, and, as usually happens in such circumstances, he failed." Magruder says Carr's ruling might be appealed.

Tests also are under fire in New York. Governor Hugh Carey has signed into law a measure that forces all producers of standardized tests to release those tests along with correct answers 30 days after the student learns the results. The measure—opposed by many of the state's educators—was backed by Ralph Nader, who also has urged that "truth-in-testing" legislation be adopted in other states, including California, Colorado, Texas, Ohio, and Massachusetts.

The reason Nader wants the tests made public: For years students received only a number grade for their work, but never were allowed to see for

themselves which questions they answered incorrectly. As Nader says: "The Educational Testing Service (E.T.S.) has been judging the worth of students for years; now the students are getting a chance to judge the worth of E.T.S."

But E.T.S. and the state's medical and dental schools are not pleased by the new law. Noting that "we do not have an inexhaustible supply of new questions," E.T.S. spokesmen said they will have to cut down the number of times tests are offered each year and raise the price of the tests. Bob Daggart, of the New York education department, says that the department "opposed the bill and suggested that Governor Carey veto it."

Daggart also says that because of the law "dental and medical school exams no longer will be given in the state of New York. The publishers of these exams say that the number of appropriate questions is so limited that public exposure of the questions—and their answers—will make the tests obsolete in three years."

Urban schools: unique, troubled

Urban schools are special places, as Seattle Superintendent David L. Moberly reminds us in the following:

Many problems that confront urban schools also face other school systems, but the big-city schools, and their budgets, often are hit harder and more often.

An urban district, more than the

average suburban or rural area, is faced with educating a larger number of students who need basic skills remediation, special education, and English language instruction. As an example, consider our district's bilingual program. In 1975, the Department of Health, Education and Welfare's Office for Civil Rights said that the Seattle



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schools did not have an adequate bilingual instruction program. At that time, Seattle was providing an extensive bilingual program and was allocating a greater proportion of local funds for bilingual education than any district in the state. Seattle has approximately 7 percent of the state's student enrollment; we had more than 33 percent of the students in the state who needed bilingual assistance. Seattle is now providing bilingual instruction in 22 different languages serving nearly 2,000 students. The cost of pupil identification, home-school communication, record keeping, and evaluation (expenses directly attributable to our compliance efforts) amount to approximately \$250,000. What's more, this money does not include the direct costs of teaching students.

Why was Seattle—and why are other urban school systems—chosen for special attention by H.E.W.? Because Seattle is visible. Advocacy groups usually establish headquarters in major cities; if they wish to test laws, they will go to courts in an urban center. Also, the media focus on major urban areas is intense. H.E.W. can generate a great im-

pact by investigating schools in an urban center, and at the same time make sure these efforts receive a great deal of publicity.

We also face a serious problem that goes by several names: the urban factor, municipal overburden, or simply the cost of doing business in a large urban center. Example: We have on our staff three full-time attorneys. In addition, we contract with outside legal counsel in specialized areas. Most of the surrounding suburban districts get along quite well with the part-time services of one attorney. Why? Again, because advocacy groups and H.E.W. concentrate their efforts on a major school system when they want to make a point. Legal challenges have become a part of the daily routine in urban school districts.

Public information and community involvement costs in an urban school system also are great. Seattle has two daily newspapers with two full-time education writers, four television stations, approximately twenty radio stations, and fifteen community weeklies—and they all want individual statements and special treatment when the Russian flu

breaks out or when water pipes freeze and cause schools to close. This media melange aids communication to 500,000 people—but our own communication with communications people requires staff time and money.

Many smaller school districts have three or four separate labor contracts to negotiate, but Seattle negotiates with 28 separate labor units. And again, because of our size, our labor relations division must be staffed with capable full-time personnel.

Other items contribute to the high overhead costs of urban districts: desegregation, school security, maintenance of old buildings, paperwork, and a mobile student population.

One area not related to cost—but which is a problem facing many big city schools—can be called urban inferiority. Often there is a public perception that suburban schools somehow are better than city schools. This concerns us. If we are to overcome this perception, we must give more attention to extracurricular activities, such as bands and debate teams, and to developing strong academic programs.

Urban education is undergoing a revitalization in many big cities, and urban school people are learning to take advantage of a city's museums, businesses, and cultural life. But federal and state requirements must take into account the special problems facing urban schools, and these mandates must be linked to federal and state funds.

lagniappe

Mouth notes. Recently in Philadelphia, an 80-year-old woman received a \$45,000 settlement from a federal court jury after a policeman allegedly called her "nuts." Says Cleo Smith: "There's nobody in this world that can say I'm nuts." Smith filed the suit in 1975 after she called the police three times to complain about teenagers in her neighborhood. Smith says that on the third call one of the policemen "stuck his face in mine, screwed his face up and said, 'You're nuts.'" The policeman then handcuffed Smith and took her to the psychiatric ward of Philadelphia General Hospital, where a nurse refused to admit her.

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Study shows schools make a difference

Regardless of Jencks and Coleman, a new study of secondary education in Britain claims that schools do make a difference: Not only is a child's level of scholastic achievement determined by the school he attends, but a good school can reduce a child's chances of delinquency. And it may be that schools have their biggest effect on children from low-income families, according to child psychiatrist Michael Rutter in his recently published study, *Fifteen Thousand Hours: Secondary Schools and Their Effects on Children*.

Rutter's study tracks the academic records of 2,700 students in the south of London from the time they leave elementary school through secondary schools (12 different ones). After seven years of research, Rutter has concluded that schools differ greatly in educational climate, a factor that he says can make an enormous difference in the achievement and delinquency patterns of children. For example, Rutter says that a troublesome ten year old could increase his chances of delinquency—by as much as 48 percent—by attending one school rather than another. And that the chances of a young man being jailed differed by 29 percent between the "worst and the best" schools attended.

What distinguished the worst schools from the best? Surprisingly, Rutter says it is not the age, size, racial balance, or economic standing of students that makes for a good school. It is not even the I.Q.s or home backgrounds of the students. Instead, Rutter says a good school can be identified by the working conditions or climate in the building. This climate is created by teachers and principals; Rutter says the way these adults approach education determines how well students perform. For example, Rutter found that schools—through attitudes displayed by teachers and administrators—often differ in expectations for pupils. Students consistently perform better in schools that push students to learn. Also, when children are expected to do well on examinations and are regularly assigned homework (that regularly is graded and returned), their ability to grasp classroom material increases.

Rutter also found that the enthusiasm of teachers for their work is important in determining a child's willingness to improve study and social habits. When teachers are punctual, teach the entire

class period, and go out of their way to help students, then skill levels of children increase. And the study notes that students do better in schools where similar teaching goals and methods were used by all teachers. In fact, Rutter notes that the ability of teachers and administrators to work together to map out and achieve their goals may be the single most important factor in a

school's proper educational climate.

What it all comes down to, in Rutter's eyes, is making students feel good about their schools. If students know that teachers and administrators are genuinely interested in their welfare, that students are expected to do their best, and that every effort will be made to help them do their best, chances are that students will perform admirably.

Court recognizes black English

Do teachers who discourage students from speaking black English—the dialect used by millions of black Americans—impede students' progress in learning to read standard English? That question was the basis of a recent court case involving 11 elementary students whose parents sued the Ann Arbor (Michigan) school system, contending that teachers who treated students' way

of speaking as inferior actually contributed to student learning difficulties. (In this case, two of the students had been certified as "learning disabled"; two, as "emotionally impaired"; many of the others were reading below grade level.) Because teachers failed to recognize students' language as separate from standard English, parents claimed, learning barriers were created in the

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minds of students.

Black English, spoken by approximately 80 percent of black Americans in casual conversation, generally is regarded as a dialect of standard English. Its characteristics include: using the verb "to be" instead of "is" and "are" (*I be scared when it be thundering*); substituting an "f" sound for "th" (*It's worf a nickel*); using one verb form for all subjects in one tense (*The milk look good*). In Ann Arbor, as in most school systems, teachers correct students' grammar when they speak black English. But the Ann Arbor parents want

the dialect to be recognized as a language separate from—rather than in incorrect way of speaking—standard English.

Parents' attorney Gabe Kaimowitz presented testimony from linguists—experts in black English—who testified that black English is a "separate language system." And the 11 students themselves also took the stand; U.S. District Court Judge Charles Joiner found their language to be "highly intelligible and containing only traces of black English."

In his ruling, Judge Joiner first re-

fused to decide whether black English is a language. Such a matter, he said, was out of his jurisdiction. But the rest of his ruling left the Ann Arbor school leaders confused: The school system did follow proper procedures for diagnosing students' learning difficulties, he said. And "evidence suggests that each teacher /who instructed the plaintiff students/ made use of many and varied resources to teach students to read."

Nevertheless, the judge ruled that "the unconscious but evident attitude of teachers toward the home language caused psychological barriers to learning," and he gave Ann Arbor 30 days to submit a plan "to help the teachers of plaintiff children to identify children speaking 'black English' and the language spoken as a home or community language, and to use that knowledge in teaching such students how to read standard English."

The school board attorney, John Weaver, says the ruling is somewhat contradictory: "We were found not guilty, yet we were still ordered to come up with an inservice plan for teachers."

Just what kind of plan the school system will develop is not known. When Attorney Kaimowitz first brought suit two years ago, Ann Arbor hired a language consultant to conduct a voluntary training program to acquaint teachers with black English. The program may be expanded and made mandatory, says Assistant Superintendent for Curriculum Lee Hansen.

That, however, is not the last educators will be hearing about black English. At press time, the school board had voted to comply with the judge's order to design an inservice training program for teachers, but Board Attorney Weaver says Ann Arbor might appeal the decision against the school system. And Kaimowitz and other proponents of black English are looking for other cases to prompt a final ruling, probably from the U.S. Supreme Court, that would legitimize black English.

Judge Joiner, however, believes those out to elevate black English should not ignore other reasons for low student achievement. There are other than linguistic causes for black students' learning difficulties, he said in his ruling. The real problem, said Judge Joiner, is finding out "why Johnny can't read when Johnny is black and comes from . . . low-income housing /and is/ set down in an upper-middle class area of one of America's most liberal and forward-looking cities."

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journal after the fact

Tax credits reconsidered

Some people won't take no for an answer.

Despite clear and persistent pronouncements by the U.S. Supreme Court and several state courts that tuition tax credits for nonpublic schools are unconstitutional, proponents of such measures keep pushing these bills in the U.S. Congress and state legislatures across the land. The latest effort is taking place in Rhode Island where the governor has signed into law a bill that provides a tax deduction for tuition payments, textbooks, and transportation costs up to \$500 per child in grades kindergarten through 6, and \$700 per child at the junior and senior high levels. The credit applies to kids in public and private schools.

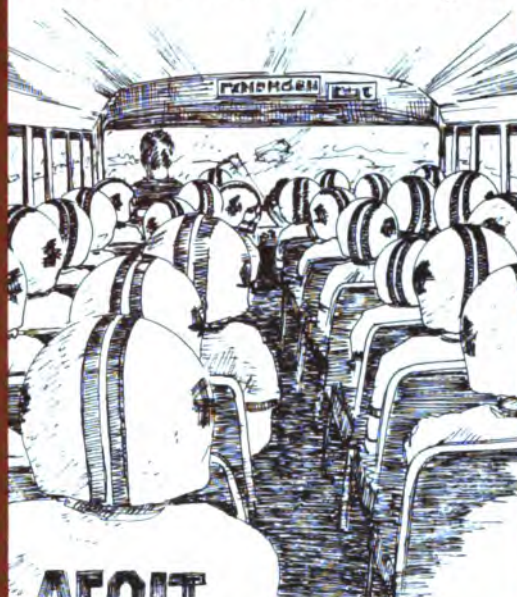
To date, approximately 20 education and civil rights groups—including the Rhode Island Association of School Committees, the P.T.A., and the American Civil Liberties Union—have closed ranks to fight the law; the entire matter soon could be in the courts.

Although the Rhode Island bill was written with the constitutional problems of tuition tax credits in mind, some opponents are doubtful the law will escape the fate that befell a similar law that was enacted in New Jersey. The U.S. Supreme Court recently upheld two lower court rulings that declared the New Jersey tuition tax credit statute to be unconstitutional. Echoing the sentiments of the U.S. District Court for New Jersey and the U.S. Court of Appeals for the Third District, the high court claimed the New Jersey tax break would have the effect of charging the state for the advancement of religious education.

The decisions in New Jersey, however, haven't deterred the spirit of those in the nation's capital who are backing the passage of a *federal* tax credit law for private school tuition. Responding to the recent New Jersey decision, an aide to Senator William Roth (R-Del.), cosponsor of several federal tuition tax credit bills, says the Supreme Court decision will have "very little effect" on the efforts to pass proposed federal tuition tax credit measures. With more than two dozen different tuition tax credit bills submitted since the start of the 96th Congress, the aide might be right.

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Teachers will be using bargaining, bucks, and ballots to get what they want from you this year

ANGRY teachers will be confronting you this year with issues the teachers claim are essential to their professional and physical survival. And, if you believe the rhetoric thrown around at the two teacher union conventions this past summer—the National Education Association (N.E.A.) met in Detroit while the American Federation of Teachers (A.F.T.) gathered in San Francisco—organized teachers are developing the political clout to get what they want. Here are the issues:

- *Violence against teachers.* This topic was an ever-present theme at the N.E.A. convention, where the halls were filled with teachers eager to tell their stories—and to demand action from school boards. Like a convention of war veterans, teachers applauded loudly as the stories grew ever more grisly. “I’m warning new teachers to bring a change of underwear to work with them,” one teacher told the delegates. “From first-hand experience I know that even the most courageous teacher can lose control of his or her bowels after being shot at by an angry student.”

At a press conference on the topic, N.E.A.’s new president Willard McGuire announced that thousands of teachers leave their jobs each year because of violence and vandalism, involuntary transfers, demanding parents, and oversized classes. McGuire, who can mix a metaphor with the best, warned that

“teacher burnout” now “threatens to reach hurricane force if it isn’t checked soon.” McGuire also said that teachers, administrators (who, teachers said, often are afraid to report attacks on teachers), the school board, and members of the community will be asked to work together to develop ways to expose the real situation in schools. One teacher claimed that “the school board doesn’t know how bad the situation is because administrators won’t report it—those who do quickly get a bad reputation. So administrators can do little more than listen to an abused teacher’s story and then order him or her back into the classroom to resume teaching.”

A.F.T. teachers also are concerned about violence against teachers and urged similar communitywide cooperative actions. A.F.T. members went a step further, however, in calling for the use of union muscle in “the collective bargaining process to secure teachers’ safety and better student discipline.” In short, although both unions have teacher safety as a top concern, the N.E.A. wants a communitywide approach to solve the problem while the A.F.T. would like to use power at the state and local level to secure contract provisions and laws to protect teachers.

- *Standardized tests.* If you think students complain about tests, consider the gripes coming from the N.E.A., which blames tests, in part, for maladies

such as teacher stress, parental unhappiness, community turmoil, and student discipline problems. N.E.A. recently launched a full-scale attack on the testing industry and filed a freedom-of-information petition with the Federal Trade Commission seeking data from a study that found test scores could be influenced by coaching students. At the convention, union delegates passed a policy statement calling for “a moratorium on the use of Scholastic Aptitude Test (S.A.T.) scores until adequate coaching is available for all students.” N.E.A. further called for a federal investigation of the testing industry and passage of something they call truth-in-testing legislation. This might mean that, at a time when school boards are searching for objective ways to measure student performance, teachers will be agitating for a decreased reliance on standardized exams in local school systems, or for school boards to adopt coaching programs.

The A.F.T., on the other hand, says that some “tests, properly administered, can be useful measurements of learning.” A.F.T.’s caveat: Teachers should be involved in the creation and implementation of minimal competency test standards, and “teacher evaluation should not be based on student achievement or test results alone.” In other words, A.F.T. teachers want an active part in the school system’s decisions re-



The 1979 convention of the National Education Association drew more than 7,000 teachers to Detroit (top). Vice-President Walter Mondale (above) praised N.E.A.'s efforts to get legislation for a separate department of education (a Carter Administration priority) passed in Congress. Mondale also addressed members of the American Federation of Teachers—led by Big Al Shanker (left)—who met in San Francisco.

garding testing.

• **Political action.** Both unions revel in posing like Charles Atlas on a political Muscle Beach, but the two unions use their pumped-up pectorals to impress slightly different audiences. N.E.A.'s political clout is directed at all levels: N.E.A. members will be actively supporting school board candidates, sympathetic state office seekers, and federal candidates who back N.E.A.'s programs. "We do not need school boards made up of politicians and representatives of business interests whose self-perceived mission is to deny teachers a voice and a role in improving education," outgoing N.E.A. President John Ryor said, while urging teachers to become involved in electing school board candidates. But much of the thrust of the N.E.A. convention centered on the need to elect federal officials who would support N.E.A.'s *national* goals, primarily increased spending for education and the implementation of a separate U.S. education department. To help finance this national political thrust, N.E.A. delegates voted to double members' voluntary one-dollar contribution to the N.E.A. Political Action Committee.

N.E.A. has been a strong supporter of the move to create a department of education, but A.F.T. has just as strongly opposed such a move, focusing instead on political activity at the state level, where political power can help promote statewide collective bargaining laws. Said A.F.T. President Albert Shanker: "I can't understand why all this [N.E.A.] effort for a separate education department wasn't used earlier to have those teachers lobby for [state] labor law reform." A.F.T. is free to focus its major political efforts on school board and statewide offices, because many of its national goals already are advanced by the well-financed lobbyists of the A.F.L.-C.I.O.

• **Tuition tax credits.** If the two unions are separated over the issue of a department of education, they are united in their common condemnation of tuition tax credits for parents sending children to private schools and in their hatred for voucher plans. "Should vouchers become the accepted method of financing public education in America . . . , there will be no public education in America," says Shanker. N.E.A.'s Ryor lumped supporters of tuition tax credits in with those who would "sell out" education, and he warned delegates that "these people will not go away. They will continue to obstruct

and stall, hoping we will tire or our supporters will give in to pressure and sell out." N.E.A. Executive Director Terry Herndon told delegates that the "tuition tax credits [issue] . . . is another prong of the school financing issue of the political right." Shanker vowed to make opposition to such measures "the fight of the century."

Herndon went on to say that the new right was using vouchers and tax credits as weapons in their new battle against public schools. Herndon said that the N.E.A. has so changed the status quo that the right wing—through tax cuts and measures to destroy public schools—is seeking to win back what teachers have won. Budget-cutting board members might find themselves labeled by teachers as part of this so-called "right-wing menace."

• *Teacher union foes.* Anxiety seemed rampant throughout the ranks of unionized teachers. On a day-to-day level, N.E.A. teachers claim they are worried about interference from school administrators. They say most school board members are well-meaning but ineffectual leaders, but administrators often were described by individual delegates as spineless meddlers in the teacher's profession and insensitive to the needs of classroom teachers. Others portrayed administrators as turncoats who sold out their concern for education in exchange for higher salaries.

But as an organization, N.E.A. spent a great deal of time rallying the troops to fight not administrators but "attacks by ultraconservative, right-wing extremists." Declared N.E.A.'s Herndon: The attack of the right wing "is of no consequence unless those in public office (read school board members) and those presenting themselves to be public leaders (read school superintendents) abandon responsibility and leave a leadership vacuum to be filled by voices from the right." The union will counter this threat by exposing this movement, "including its efforts at subverting teacher organizing and collective bargaining," Herndon promised.

For the A.F.T., the enemy leading the "attack on public employees" comes from two areas. "In the first instance, the financial crunch of state and local governments is translating into a loss of revenues for public employees. In the second, a well-organized, well-financed campaign against public employee collective bargaining rights is being launched by antiunion forces." The A.F.T. does

(Continued on next page.)

N.E.A. ousts Ryor, elects Willard McGuire

Perhaps the most important event that took place at the N.E.A. convention this year in Detroit was the change of leadership from John Ryor, N.E.A. president since 1975, to Willard McGuire, who assumed the \$60,000-a-year post on September 1. Ryor's unsuccessful battle to remain as president of the 1.8 million-member union shows in sharp relief the divisions that now exist within the N.E.A. membership.

When Ryor first was elected president in 1975, the office was largely ceremonial and the term of office lasted for only one year. In his first year, Ryor quickly and successfully appealed to the delegates to change the constitution to allow the president to serve two consecutive two-year terms. Last year, at N.E.A.'s convention in Houston, Ryor again tried to have the constitution amended to allow for an extension of those two-year terms. The delegates said No. This year, Ryor's last in office, he went to the well again.

In Detroit he told the delegates: "We took a major step forward when we extended our officers' terms to two years and allowed officers to seek reelection. We need to complete that move, to extend the possible term of service to our association to a length at least equal to that of members of the executive committee—six years . . . I believe that balance is hindered by the shortness of service of the elected leadership."

The membership did not agree. The problem, it seemed, was the long-standing split between those N.E.A. members who think of their organization as a professional association and those who see N.E.A. as a union.

Debate on the issue was long and hot. Ryor's detractors claimed that he was trying to "form a dynasty" and that the "teaching profession was much too important to turn over to one man." Yet even his detractors began their speeches by addressing

Ryor as "President John" and by listing his accomplishments. From the tone of the speakers, it was clear that Ryor is liked and respected. "President John," one began, "you have been a fine president and have given N.E.A. an identity throughout the nation. But the teaching profession is larger than one man." Helen Bain, a past president of N.E.A., echoed the sentiment: "This organization is more important than one or two individuals," she said.

But other teachers—many of whom are from industrial urban areas and are familiar with the ways of big labor—supported the creation of a strong leadership role for Ryor and the presidency of N.E.A. (As Ryor said in his own behalf: "To do any job, an organization needs more than the means; it also needs the leaders.") A Minnesota delegate told the convention: "We've been struggling for years to change the association into a strong political organization." The constitutional change to give Ryor an additional term is "frankly a political move, but in the best sense of the term." Supporters pointed out that although many Americans could identify Al Shanker, few had ever heard of the N.E.A. president. Ryor supporters claimed the organization needed a Shanker-type leader, but those opposing the amendment pointed out that this might open the way for a George Meany-type "leader for life."

Ryor needed a majority vote to change the order of business to allow consideration of his proposed amendment. He got it—barely: 52 percent said Yes. But the second vote—changing the constitution—required a two-thirds vote, and in a secret ballot the delegates gave Ryor only 58 percent.

The new N.E.A. president, Willard McGuire, is a teacher from Minnesota who, for five years, has been N.E.A.'s vice-president.

A.F.T. told
union leaders
to sell
something called
"labor studies"
to boards
under the guise
of career
ed. programs.

(Continued from previous page.)

not label these sinister forces as boogymen from the "far right," but it does claim that antidotes to such antiunion evil lie with the public and with teachers who understand the "benefits brought to public schools by teacher unionism," according to an A.F.T. convention publication.

Public education clearly is a target of some who would like to see funding reduced, but several veteran reporters who covered the conventions offered a more cynical interpretation: "It's an old trick to gain membership support for a union," said one newspaperman. "The union identifies a vague but menacing-sounding enemy, scares hell out of its membership with tales of evil to come, and then promises that if they all are good union members, their leaders will protect them."

- **Energy.** Teachers might be among your staunchest supporters in school system efforts to reduce energy consumption. Both N.E.A. and A.F.T. officials raised the temperatures of the meeting halls in the two cities by repeatedly calling for new and innovative national energy programs. In responding to Vice-President Mondale's call for energy conservation, the N.E.A. delegates adopted a resolution urging "the enactment of antitrust laws against oil companies" and the adoption of a national energy policy that ensures the uninterrupted operation of public schools. At the A.F.T. meeting, Shanker informed the delegates that there was, indeed, an energy crisis, and that Americans were going to be forced to "start living on less and less," adding that he wanted to make sure teachers and schools didn't get dumped into that "less" category.

- **Teacher strikes.** Neither union predicted an increase in the number of teacher strikes in the coming school year, but there was one prediction that those school boards that do face strikes might find them long and bitter. N.E.A. General Counsel Robert Chain explained: "Most strikes occur after a collective bargaining law has been passed in a state, and neither the union nor the school board is used to the negotiations process. Because there have been few bargaining laws enacted recently, most boards and unions have been through the process before.

"But," he warned, "in those districts that have been negotiating for several years, the issues that separate the parties—and that lead to strikes—likely

will be substantial issues. When a strike does take place, neither side will be likely to buckle under to pressure."

Last year, A.F.T. reported 33 strikes involving its affiliates; N.E.A. acknowledged 143 strikes. Both unions also report that they plan to increase membership by starting union drives in the South, the Southwest, and the West.

- **Budgets.** Both the A.F.T. and N.E.A. boasted of increased funds to help carry on tenure battles, strikes, legal suits, and other activities in local school systems. In Detroit, the N.E.A. adopted a record budget of \$67 million and predicted that it will raise \$500,000 to be spent by its Political Action Committee in the campaigns of friendly politicians.

A.F.T. delegates adopted a budget of \$15.28 million—with an anticipated deficit of \$1.19 million. From this total A.F.T. might spend as much as \$400,000 for legal fees to help "protect teacher job security," and \$1.3 million to help support striking A.F.T. locals.

- **Quotas.** The A.F.T. long has been on record as opposing any kind of quota system that guarantees representation of a certain number of women and minorities. The N.E.A. for several years has used quotas to select delegates to their conventions. This past year, however, the N.E.A. came under the Landrum-Griffin Act that outlaws the use of quotas. Nevertheless, N.E.A. officials speculate that this year's quota-free process involved nearly as many minority delegates as did last year's system (which used a quota system).

- **Classroom activities.** Union concerns might find their way into your curriculums. Both unions offered strong support for the SALT II arms limitation treaty, and N.E.A. will produce a report on the treaty for its membership. A Wisconsin delegate indicated that teachers would support SALT II in the classroom because "teachers must play a major role in framing the conscience of this nation in the matter of the suicidal nuclear arms race. . . . Funds for education, not weaponry, shall resolve the afflictions of humanity."

Something called "labor studies" might find its way into classrooms staffed by A.F.T. teachers. During the A.F.T. meeting Paul Cole, an A.F.T. vice-president, told union leaders to sell labor studies to school boards under the guise of career education or vocational programs. The guise can be dropped later, he said, because "when the classroom door closes, you are in charge of the curriculum." □

Board policy should control sports

By Peter D. Relic

BEFORE the school year begins, school board members might consider this: If a large number of athletes are injured in school sports programs each year, and if sports programs cost a great deal of money to operate and involve only a handful of students, the fault may lie less with coaches and athletic trainers than with the policy and philosophy of the school board.

After all, board members make the policy that guides athletics in public schools. The buck stops in the boardroom and it's the task of lay leaders to help make athletics as safe as possible.

Before looking at individual school programs, however, perhaps board members should examine the U.S. Department of Health, Education and Welfare's (H.E.W.) report, *Athletic Injuries and Deaths in Secondary Schools and Colleges*, released early in 1979 (see *School sports rack up a million injuries*, JOURNAL, May).

The major object of concern in the H.E.W. report is tackle football. The report shows that one million students are injured playing sports each year; of these, an estimated 325,000 injuries—or 28 of every 100 participants—result from playing football. The report also spells out the injury rate for other sports: Each year 68 of every 1,000 participants in contact sports other than football are injured; 36 of 1,000 are injured annually in noncontact sports.

Although the survey's results have been attacked by those who are unhappy with its findings, one point is certain: Sports can be dangerous, and schools must do everything possible to reduce the rate of athletic and physical education injuries. (For a copy of the report, write to Robert Calvert Jr., National Center for Education Statistics, 400

Maryland Ave. S.W., Washington, D.C. 20202.) Before injuries can be reduced, however, a debate over the range and scope of sports first must begin among school leaders, and that debate should include these issues:

- Qualifications and hiring practices for physical education staff and coaches.
- Inservice training programs for

coaches, trainers, and physical education teachers.

- Possible coordination of the physical education curriculum—and the related health education curriculum—from kindergarten through grade 12.

- The relationship of school health services to the school athletic program.
- School systems' sports standards,



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Sports injuries

including the safety specifications for purchasing sports and physical education equipment.

When examining these points, school board members should include parents and community leaders in the dialogue. These concerned citizens can help clarify the philosophy of the community regarding physical education, intramural sports, and competitive interscholastic athletics. They also might help answer these other important questions: What should young adults learn through participation in sports; should specific skills be taught sequentially, at each grade level, as part of a comprehensive, coordinated curriculum; what standards of physical fitness and sports skills should all students master; and how many children should take part in a school's athletic program?

It's easy to point a finger at contact sports as the cause for the recent black eye school athletics have suffered, but before changes are made school officials first should take a hard look at the way their programs are operated. For example, does a school board actually intend young men and women to be subjected to the mental and physical stress of seasons that can include 12 football games, 30 basketball contests, or 50 baseball games? What real purpose is

served by the endless postseason, all-star activities? Although supporters of the status quo will answer these questions by pointing to the benefits of competition and opportunities for excellence, key questions remain. Perhaps it's even time to ask what, for many communities, might be the ultimate question: Is it time to banish tackle football from the curriculum of public schools? This topic is sure to cause heated debate, but board members might pose the question as a way to spark a productive dialogue to cover some of the issues I've just raised.

Discussions of changes in school athletics also should include representatives from area colleges and universities. Reason: Any changes in a school system's athletic program or in the qualifications for hiring athletic coaches or physical education teachers will, in turn, affect the training programs offered at universities. These programs turn out many fine instructors and coaches, but in truth they also are responsible for graduating too many school instructors who roll out a kickball, let the children go, and call the resulting chaos physical education. The challenge: Find ways to work with colleges and universities to improve athletic supervision methods and instruction in the immediate treatment of athletic injuries, and to reduce the number of preventable sports injuries.

Representatives from state and national athletic governing agencies also should be contacted and might become



part of these reforms. These organizations are sensitive to the requirements of local schools, and their governing rules and regulations can be amended based on the concerns of local school boards and the local members of their own organizations. But the time to act on all these changes is now: The H.E.W. report and other studies can provide a springboard for that action.

While this talk of reform sounds fine in theory, in every community certain people will resist almost any change in sports programs—even changes made in the name of safety. To help buttress your arguments in any attempt to make needed reforms, here are several sources that can provide additional information and statistics:

- University sports medicine centers

Sports injuries: one year tally

	SECONDARY SCHOOLS		PRIVATE	
	PUBLIC		MALE	FEMALE
TOTAL	MALE	FEMALE	MALE	FEMALE
Athletic Competition	576,850	179,317	73,677	17,375
Tackle Football	210,251	39,846	29,988	6,463
Other Contact Sports	114,936	0	12,645	0
Non-Contact Sports	66,070	22,774	10,532	3,125
Athletic Practice	29,245	17,172	6,811	3,339
Tackle Football	218,119	43,263	30,572	4,758
Other Contact Sports	121,892	0	14,549	0
Non-Contact Sports	65,856	20,424	10,880	2,573
Intramurals	30,370	22,838	5,144	2,185
Tackle Football	17,226	10,191	5,755	1,415
Other Contact Sports	257	0	438	0
Non-Contact Sports	10,505	4,881	3,397	861
Physical Education	6,464	5,309	1,920	554
Classes	131,254	85,918	7,362	4,738

can provide studies on the latest instructional techniques, risk factors in individual sports, and equipment standards that can help prevent injury.

- The National Collegiate Athletic Association has data and information on ways to help reduce sports injuries (N.C.A.A., U.S. Highway 50 & Nall Ave., P.O. Box 1906, Shawnee Mission, Kan. 66222).

- The American Alliance for Health, Physical Education, Recreation and Dance offers alternative guidelines and standards regarding interscholastic competition (A.A.H.P.E.R.D., 1201 16th St. N.W., Washington, D.C. 20036).

- The United States Gymnastics Safety Association has information on ways to improve staff training, instructional techniques, rules, standards, and equipment specifications for this increasingly popular sport (U.S.G.S.A., 17241 Dulles International Airport, Washington, D.C. 20041).

When collecting this background information, don't overlook *A Statement of Basic Beliefs*, published by the Society of State Directors of Health, Physical Education, and Recreation. The report—revised in 1976—contains several recommendations that might help reduce athletic injuries.

The recommendations in this report include a call for: comprehensive school health education curriculums for grades K-12; graduation requirements that include physical education credits in programs designed to gauge the skills and abilities of individual students; training for physical education teachers and coaches who work with disadvantaged, handicapped or non-English-speaking students; complete elimination of boxing from all elementary and secondary programs; limiting interscholastic competitions to pupils in grades 9-12; and adoption of playing seasons of reasonable length preceded by an adequate period of conditioning and instruction in fundamentals. (For a copy of the report, write: Simon A. McNeeley, Society of State Directors of Health, Physical Education, and Recreation, 9805 Hillridge Drive, Kensington, Md. 20795.)

Finally, I would urge school policymakers one last time to be as broad in their investigation and debate as possible. The suggestions made here are not a blueprint for solving problems in local communities. But they do show school board members where to look when they begin investigating the safety of their sports programs. □

Here's an athletic disaster plan

School board members who take up Peter Relic's challenge to evaluate the philosophy of their school sports programs can make a commitment to reducing athletic injuries by following the game plan of Warren Schildberg. President of the American Osteopathic Academy of Sports Medicine, proprietor of a sports medicine clinic in Garden City, Mich., and medical consultant for the Detroit Express professional soccer team, Schildberg has devised what he calls a high school athletic disaster plan.

Each community must adapt to individual situations, emphasizes Schild-



berg, but essentially his disaster plan is a short inservice training period for coaches and teachers. Once trained, they can perform certain duties and cooperate with local health agencies during emergencies. "From my examination of our local high schools," says Schildberg, "rather than a specific plan, each principal has in his mind a few telephone numbers that he can dial in an emergency. I don't think, in our present litigious atmosphere, that this is a particularly good defense against charges of neglect."

Schildberg's plan divides injuries into three categories: life threatening, limb involvement, and little. Each injury requires a different course of action. According to Schildberg, there also are three general types of school health care systems. For example, in a large suburban or urban setting, the coach or trainer often is well qualified to administer emergency first aid. What's more,

the community usually has available an Emergency Mobile Unit (E.M.U.) and certain hospitals that specialize in specific injuries. Coaches for schools in areas where these facilities are available must be prepared to send students to hospitals specializing in treatment of specific injuries.

The second group generally comprises smaller communities whose coaches may have less medical expertise; the area might have ambulance service without E.M.U. facilities, and be served only by a local general hospital. If a serious head or neck injury occurs, the injured athlete quickly must be transported to this hospital.

The third group of schools, Schildberg says, might have only a coach with a station wagon available to move an injured athlete to the local, or perhaps distant, hospital.

For Schildberg's disaster plan to work effectively during an emergency in any size school system, each coach or teacher must know his own assigned job (such as moving the injured player or calling a hospital) as well as the duties of his colleagues. Ideally, Schildberg says, all schools should have a certified full-time athletic trainer. In any event, coaches should know how to administer cardiopulmonary resuscitation (C.P.R.), and should learn how to care for an injured athlete en route to a hospital. The obvious extension of this program, says Schildberg, is to have a standard emergency plan.

Schildberg says elements of the disaster plan can be put on a wallet-sized card with telephone numbers on one side (for E.M.U.s, doctors, and hospitals) and, on the other side, a general description of how to handle acutely injured athletes. For football players, says Schildberg, a small card can be taped inside the helmet that lists a student's blood type, allergies, and other pertinent medical information.

The key for school officials, Schildberg points out, is local adaptability and a commitment to educate coaches and teachers. For specifics on the high school disaster plan, write to Schildberg at the Garden City Garden Group, 30730 Ford Road, Garden City, Mich. 48135, or call 313/421-7474.

Dedication and planning changed a twisted mass of rubble into an innovative school building

ON April 3rd, a tornado blew into Parker City, Ind. Within a matter of seconds the small community was turned upside down. The Monroe Central Junior and Senior High School building lay in pieces. Only a few mute walls were left standing.

Bad weather warnings had long since cleared the schools of children when the tornado hit that afternoon. It had been raining hard for most of the day, recalls Superintendent Merle L. Bryan. "The secretaries in my office were waiting for the end of a heavy hail storm. After the hail subsided, it looked like a good time to leave the building. It was still raining hard when I sent the secretaries home, but I waited before leaving and began to talk to the custodian. The rain stopped and I left the building for my car. Suddenly, I heard this terrific roar, and, glancing over my shoulder to the southwest, saw a tremendous black cloud and swirling debris as high as I could see. After freezing for an instant I realized I might not be able to escape the tornado in my car so I hurried back to the building. I opened the door and shouted to the custodian to take cover. Since the corridor outside the boiler room was thought to be the safest area in the school to gather in the event of a crisis, we ran there," Bryan recalls.

"The principal, the assistant principal, another custodian, and eight teachers also were in the building at the time, and we called to them to take cover. I remember convincing the home economics teacher, who was trying to open the windows in her classroom, to forget the windows and join us.

"We no sooner took our positions of safety, leaning against and holding onto the lockers with our heads down, when the first gust of wind hit. My first recollection was hearing the sound of a wastebasket flying from the science room into the corridor. Shortly after that the doors at the end of the corridor began to bang and we heard glass breaking. Then there was quiet for a few moments before the second terrifying blast of wind. The tornado was blowing

all around us, debris was falling and flowing everywhere, and the suction was terrific. One custodian at the end of the line was almost sucked around the corner. He was grabbing us and we were trying to hold on to him. Several individuals raised their heads to see what was happening and I kept shouting, 'Keep your heads down!' Fortunately, we were able to hang onto the janitor and remain together for what seemed like an eternity; it probably was no more than 45 seconds.

"When the wind subsided and all was quiet again, we stood up and surveyed the damage: no one panicked, there was no screaming or yelling. By crawling over, around and through debris, we finally were able to vacate the building. The first sounds we heard after leaving the school were the screams of three youngsters across the road. They were running through the debris; their house was demolished and their parents were at work. In just a few minutes, the state police and other help arrived. Naturally, there was much confusion, but no school people were seriously injured—just a few minor cuts from flying debris," Bryan says.

Though no one had been hurt, the sight that greeted Bryan when he emerged from the rubble was frightening. The building was in ruins. In a matter of moments the problem facing the school system no longer was how to revamp and embellish schools—it was how to get back what had been destroyed.

The immediate problem was that several thousand students were without schools, and six weeks remained on the school calendar. As luck would have it—if the word luck can be used in the same sentence as tornado—the twister struck only three days before spring vacation. The week's break was time needed not only to get a grip on the situation, but to make the first steps toward recovery.

"In the aftermath of the tornado, several neighboring school systems offered assistance, making available

temporary space in their buildings for our students. Our school board, however, decided not to send the students out of the Parker City community." As bad as the tornado was, the board did not want the students to lose their communal identity. Instead, the junior and senior high school students were to be put in the Farmland Elementary School, and the system's elementary students would double up and attend classes on a half-day basis. This decision, however, wouldn't mean a thing unless proper supplies and equipment were moved to the new places of schooling. A call for help was put out to the community. The response was strong: School board members, staff, students, and a local National Guard unit all volunteered their time. Within a week the move was made, and when spring vacation ended the children could return to school."

But as the immediate problem fell away, the more complex problems cropped up. How was Monroe High to be put back together? What was to be done with the students until a new school was built? The temporary shifting of students was only a chessboard tactic; it would get the students through the school year but could hardly hold up any longer than six weeks. Building a school can take years, so another interim solution was needed.

A meeting with state and federal officials informed the school board that Public Law 81-874, Section 7B (federal disaster grants for out-of-pocket expenses) would provide funds to purchase temporary, portable classrooms. There are better accommodations, but given the circumstances the board didn't flinch. With federal money on its way, the board had to decide just what to do with the portables. A hard look at the situation offered this suggestion: The students from one elementary school, all junior high school students, and the high school's musical instrument, home economics, and vocational/agricultural classes, along with science labs, would be housed in temporary, portable classrooms. The general high school classes



and the high school physical education program would take over the vacated elementary school's facilities. All in all, 15 temporary buildings would be needed. By late September these buildings were up and operating. The school year started on time, and all the students again were attending full-day sessions.

Amid the hubbub of student migrations, portable classrooms, and getting school started, the board also was working to figure out what to do with the remains of Monroe Central Junior and Senior High School building. Shortly after the tornado hit, the administration met with the district's insurance company. Because state law requires yearly reinsurance of school buildings, the district's policy was up-to-date. But the question facing the school board was whether to repair the building or tear it down and build a new one.

Several consulting firms were called in to evaluate the damage and determine what could be salvaged from the wreck. Their conclusions were equally dismal: The building was a total loss. The consulting firms refused even to recommend the wreckage be sifted through for repairable equipment (labor costs would make such an operation more expensive than buying new equipment). It would cost as much as 15 percent more to repair the building than to build a new one. The school board decided to demolish Monroe High and build a new school on the same site.

But a new difficulty popped up before construction began. The Indiana State Board of Health forbade the school system from building its own sewage treatment plant. The school board suddenly was left with a building in the works but no place to put the sewage. After much



haggling, the board was able to reach an agreement with the Parker City government to handle the school's sewage problem. But when it looked like victory was complete, the board was informed that easement rights to run a sewage line to Parker City were required. This delayed construction even further. Finally easement rights were obtained, and construction resumed full force.

A little more than four years after the tornado hit Parker City, students moved into the new Monroe Central Junior and Senior High School. Though hampered by delays in the building and planning stages, the Monroe Central School Board put its school system back on its feet. School Board President Curney Dickey, looking back over the struggle, says, wryly, "I would not suggest that any school board in need of a new building secure one in this manner." □

Monroe Central Junior and Senior High School today (top left and right) and on April 3, 1974 (above), when a tornado struck the Parker City, Ind., school. After consultants determined the cost of rebuilding the damaged structure would be 15 percent greater than constructing a new building, the city's school board opted for a new, modern school. Four years and several stumbling blocks later, the new Monroe Central opened.

Students master writing skills with help from talented outsiders

By Ruth S. Seegrist

IF YOU want your students to master basic writing skills, you know they'll need plenty of writing practice and lots of work with teachers. Too bad, because few teachers—no matter how dedicated and diligent—are able to devote the many hours necessary to evaluate and edit student themes thoroughly.

One promising solution: Hire qualified, but noncertified, persons from the community at a nominal rate of pay to help teachers correct and comment on student themes and to assist with classroom instruction once a week. With this program, teachers at last could assign those weekly or twice-monthly themes that students so obviously need to polish basic writing skills; yet teachers wouldn't be forced to forfeit their private lives reading and grading mountains of homework. Harried teachers would embrace such an idea as a god-send, right?

Well, uh, actually—no. At least, they didn't when this very plan first was proposed by James Lee, English supervisor for the Rose Tree-Media School District in Media, Pa. Many teachers there had doubts about the weekly presence of another adult in their classrooms. They also were worried about structuring their composition programs around the availability of an assistant from the community.

In spite of such faculty misgivings, the program in this case went forward on a trial basis in the tenth grade, underwritten by a \$1,000 research-and-development grant from the school board. An English teacher, who had five classes per day, became the pilot project's teacher, and a former English teacher from the same school system was hired as an assistant.

That was eight years ago. Since then, teacher concerns have been allayed, and the program is a success.

Among those community members hired since the program's inception: a newspaper correspondent, a graduate

student in communications, a newspaper editor, and me—a free-lance writer.

As "lay readers," we work with students under the direction of English teachers, correcting and commenting on student themes, providing individual and group assistance during class, and occasionally lecturing the class on the craft of writing. The school system can't afford to pay us much: We each receive \$1,000 a year for the one day per week we spend in junior or senior high school English classes. But the benefits—students writing clearer compositions and exhibiting more enthusiasm for writing—make the program worthwhile for us and a good investment for the school system.

Our precise role in each class is determined by student needs and the wishes of teachers. When student themes demonstrate a need for great improvement, a lay reader might put sentences from student themes on the chalkboard and help the class take note of errors in grammar, punctuation, parallelism, and so on. The reader also might lecture on how to write a theme—developing an opening paragraph, proceeding with the body of the story, writing a conclusion—or might work individually with students who need help to learn how to construct an outline or write a rough draft.

In a class of academically talented students, the lay reader and teacher might split students into groups and conduct the class like a writers' workshop: Working in tandem, the reader and teacher can discuss theme ideas and ways of developing them. They can introduce students to literary techniques and devices such as metaphor, allusion, and hyperbole.

Classroom instruction can be tailored to make the best use of the lay readers' individual talents and experience. For instance, the newspaper correspondent taught students to write news stories, some of which were submitted to editors of various publications. A senior English teacher encouraged her lay reader (the newspaper editor) to assist students in publishing their own newspaper. The editor lectured about the reporters' and

editors' jobs, helped students choose and write articles, and finally helped them design their newspaper.

Of course, not all lay readers have the specialized background of an editor or correspondent. Some do not work well with the class at large, but those who do not *are* able to help students individually. More important than any special abilities—in addition to writing talent and the ability to work with students—is the rapport the lay readers must develop with the teacher.

Says tenth grade English teacher James Haviland, who was the teacher in the pilot project: "Because one day a week was set aside for the lay reader to visit my classes, I made sure that the activities that day centered on composition. Fortunately, my reader's qualifications were outstanding, and there was mutual respect between us. We agreed on how the themes should be evaluated, and she had a personality that projected well in the classroom. Before long, my students accepted her not only as an additional audience for their themes, but also as a competent assistant in helping them with whatever structural and grammatical difficulties they had."

In addition, says Haviland, having a lay reader meant that "... writing played a more primary role in my planning than it did before." Haviland, like many other teachers, found himself able to assign themes more frequently because he had help correcting them.

The lay reader also can help students who have personality or behavioral problems, because the reader is not the class disciplinarian and is free of the daily influences that sometimes can prejudice a teacher's attitude toward a problem student.

The Rose Tree-Media school system recruits its lay readers through newspaper advertisements and by word of mouth. Candidates for lay reader jobs are interviewed first by administrators and then by the teacher with whom they would work. Teachers have the final say in choosing their assistants because the teacher/lay reader relationship should be a congenial one.

The program that began in 1971
(Continued on page 40.)

Ruth S. Seegrist is a free-lance writer in Springfield, Pa.



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Tell your school story on radio —the public will tune you in and turn on to your programs

By James Caudill

IF YOUR school system is looking for a way to get an important message to the community, put your money where the ears are: radio. As a way to communicate with your public, radio is easy to use and relatively inexpensive; most likely, the technical expertise you need to get your message heard already exists in your school system.

Even the newspaper and television industries admit that more people get news from radio than from television and newspapers combined. (The Newspaper Advertising Bureau says that, in the morning, 39 percent of the public gets its news from radio, versus 14 percent from television and 31 percent from newspapers.) In fact, there are 70 percent more radios than people in the United States today. The Radio Advertising Bureau reports that 98.6 percent of all U.S. homes have at least one working radio (the average home has five), nearly every car has a radio, and 80 percent of all Americans tune in while driving to and from work.

If you're convinced that radio is worth your consideration, begin your investigation of its school uses by determining how many radio stations—large and small—serve your school system. Identify the format they use—whether they are rock and roll stations, top 40, all news and talk, or classical. Then make a list of stations, addresses, and phone numbers—you'll need these later.

There are people at the station you need to get acquainted with—some more than others. Basically, the person who runs the show is the station manager. Next in line often is the operations

director and/or program manager. In larger stations, there may be a public service director. Find out who these people are.

Next, make an appointment with the station manager. The reason for your meeting: Tell him you're interested in improving your relationship with the station—and with the community—and that you want to take advantage of public service announcements and community-oriented programs the station features. Ask the station manager to give you a list of the station's various talk shows, newscasts, special programs, and public service requirements.

Once you know what a station offers, you can determine what's best for your use. Can you plan appearances for the superintendent, board members, or teachers on talk shows? Feed school stories to reporters or newscasters? Produce public service announcements that describe school programs involving the community?

Here are a few ways some school systems have benefited from radio use:

- In Benton Harbor, Mich., pre-school teachers decided to produce a radio program that would help pre-schoolers' parents prepare children at home for school. The idea originated with the operations director of a local station. With his help, the teachers developed "The Little People Show," which was a series of one-minute broadcasts. In the broadcasts teachers told parents what would be expected of their children in school, how to prepare them for it, what should be accomplished, and what to watch for. Teachers and paraprofessionals came up with their own ideas, then recorded the scripts at the station. The teachers donated their services, and air time was donated by the station as a public service. Total cost: \$0. Benefit to staff and commu-

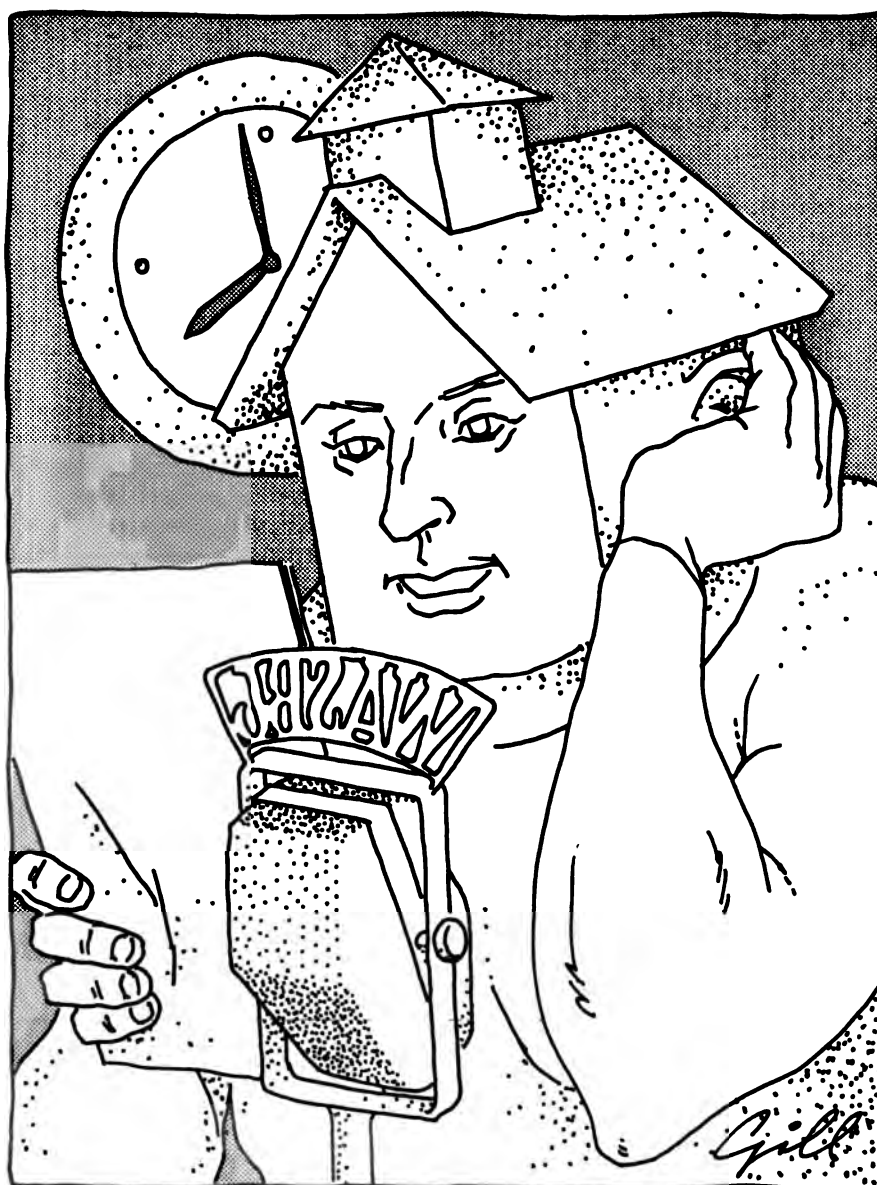
nity: clearly immeasurable.

- Another approach used in Benton Harbor is "The Homeroom Show." It's an independently produced five-minute "on the scene" program. Topics center on unusual but effective ways of teaching children. A local newscaster and the school system's public relations director visit classrooms and attend inservice training sessions, field trips, parades, school assemblies—always with the "Homeroom" microphone in hand. They interview teachers and kids on the scene. The result: School people talk about their activities, and the listener gets the impression of being involved in the schools. Another bonus is that the program becomes the basis for comments used on news programs, extended special interviews, and weekly radio programs that focus on an individual employee or on schools.

"Homeroom" air time was donated by the station; school staff time (after initial start up) usually adds up to no more than an hour per week. The program was broadcast four times each weekend on two competing radio stations, a move that assured total area coverage.

- **Talk shows.** There are two basic kinds of radio talk shows: the free-for-all, where the host baits listeners into calling in and making fools of themselves, and the guest format show, which is an interview followed by call-in questions. The latter is perfect for school use. Schools—in all of their facets—concern people because schools look after their children and soak up their tax money. Which means—with a little planning—you probably could provide talk show guests for the programs nearly every day of the week. Here are suggestions for times to call a station and plan an appearance: before a new program is introduced in the school; at budget time

James Caudill, formerly public relations director for the Benton Harbor (Michigan) school system, is a consultant with an international public relations firm.



to explain how the school budget evolves; before a controversial issue becomes a thorn in the side of the school system. The list of possibilities is endless, and every school system has its own list of issues that it would like to get before the public (and the public always has questions that it would like to have answered). Every teacher, administrator, school board member, or parent volunteer is a potential interview. Your job is to find those school people who are pleasant sounding, eschew educationese, are well informed, and have a quick sense of humor.

Weekly education update. Many radio stations will offer school systems a specific amount of time for an education report each week. Too many school systems turn this kind of program into a "superintendent's report," which almost always is ad-libbed—or sounds

like it. So remember that unless you're very, very good, the time slot that you don't prepare for each week can do far more harm than good for your district. In short, use your air time wisely and plan for it well.

Radio Newscasts. Unlike newspaper reporters, radio newscasters perform the bulk of their work from the station on the telephone. There usually isn't enough money to send street reporters out looking for news. That's where you can help. By calling the station, you can supply newscasters with raw tape of newsworthy (and not so newsworthy) events in your school system. Example: If your mayor visits a sixth grade class for career education day and gives a speech, chances are that a radio station would not send a reporter to cover it. But if you supply a taped interview with the mayor (and if the news broadcast

isn't already crowded with fires, bombings, and assorted mayhem), chances are the station can work it into a feature. And you'll make two friends: the radio station, which never has enough fresh stories, and the mayor, who's always happy to get good publicity. The same can be done for all important school visitors, as well as with other special districtwide activities. As your relationship develops with the station, you may find the only limit to the kinds of stories they'll accept is your imagination.

Public service announcements. Radio stations broadcast public service announcements (P.S.A.) daily. The only kind they're ever at a loss for—and openly complain about not receiving—are *local* public service announcements. The air time is there and schools are missing the boat if they aren't making an attempt to use it.

The P.S.A. is a good way to let the public know something short and sweet about your school system. Let citizens know what the schools are doing for them; tell them why they should be interested in the schools; urge volunteerism; explain the purpose of the school board; tell them about the high school play.

The way to take advantage of the P.S.A. is to contact the station manager and find out the station's requirements. Do they want you to supply them with information so they can make a tape? Or will they take tape that you have produced? Would the station like for you to prepare a script? Or will they prepare one for you?

Find out the tape length that the station most likely will use (20, 30, or 60-second versions). And, if possible, keep your message upbeat. If you need technical assistance or guidance—and if you've established a good relationship with the station, more often than not you'll get all the help you need—just ask.

There's other radio programming available to you as well: paid advertisements, emergency bad weather/school closing announcements; live coverage of school board meetings; and sports events.

One of the best all-around guides to using radio is *Radio: Your Publics Are Listening*, written for The National School Boards Association by Gary Marx. Single copies are available at \$5.95 from N.S.B.A., 1055 Thomas Jefferson St. N.W., Washington, D.C. 20007.

Keep your schools free of

By G. Donald Murray

SCHOOL boards should develop policies—and administrators should implement procedures—that will prevent white collar crimes in their schools as well as aid in the apprehension of white collar criminals. Here's why:

- In one California school system, a clerk in a principal's office managed to reap a personal profit of \$10,000 in three years by pocketing the cash from every other sale in the shop that sold school supplies. Because the schools in this community were too small to support large individual bookstores, the sale of pencils, notebooks, T-shirts, pompons, and other supplies to students was handled in a section of each school's administrative offices. No separate inventories were kept, because the central office bought all materials in bulk and then forwarded supplies at each school's request. The office clerk who ran the shop in a junior high school kept money from sales in a cash box in her desk drawer. The clerk quit her job after three years, before the fraud was uncovered. She was never apprehended (although her supervisor later was fired), and the \$10,000 was never recovered. The school system did, however, adopt new inventory and cash-control regulations.

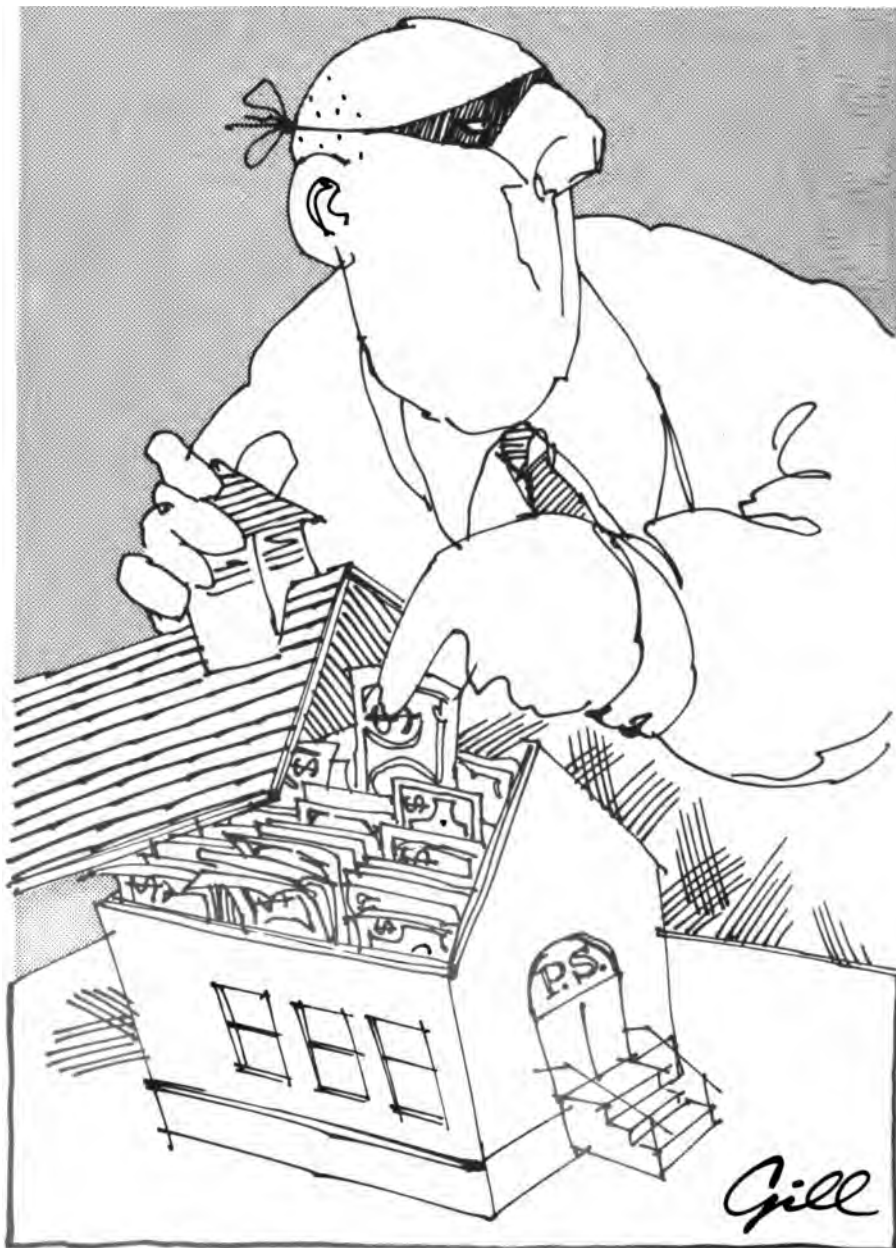
- The business manager of another school system regularly received large checks from the government to fund the system's federal programs. Although established procedure called for him to turn the checks over to the county treasurer's office, he sometimes deposited the checks in the school system's revolving account (for which he had check-signing authority) at a local bank. The fund was maintained for petty cash purposes and was used to pay for a variety of incidental charges. After he made the unauthorized deposits, the business manager drew up bogus invoices (\$2,500 to an independent repairman for repairs to school system garage doors, for example) and approved pay-

G. Donald Murray is president of SIVAC (Security, Intelligence, Vulnerability, and Countermeasure), a security consultant firm based in Napa, Calif. He also is a member of the board of directors for Napa Community College.

ment of the charges; he even signed the payment checks himself. In two years, he siphoned off \$140,000 of the school system's federal money. He was caught but not prosecuted.

- A photography teacher in a large high school was discovered in a kick-back scheme with a supplier. Their plot: By ordering more than was needed, the teacher padded his orders for slide and movie projectors, screens, photoprocessing equipment, and other materials; the supplier delivered only *part* of what was ordered but billed the school system for *everything* listed on the order. The

teacher asked the central office for authority to pick up the supplies and to check them off against the order form, so the fraud was easy to get away with: The teacher merely reported that all the ordered equipment had been delivered. When the school system paid the padded bill, the teacher and his supplier split the profit. The teacher took his portion of the booty in equipment for his personal use; he operated a small photography business out of his home. Although the teacher eventually was indicted for his part in the racket, it was never determined how long the scheme had gone on



white collar crime—here's how

or how much money was involved. He did not lose his job, but instead took a 50 percent pay cut for two years as restitution.

The problem of white collar crime hardly is limited to public schools. But public schools perhaps *are* more vulnerable than many private businesses. This is because (1) schools lack the profit motive of business, and (2) educators too often are victims of their own academic preoccupation. To explain:

(1) Private businesses often fail when they don't generate sufficient profit. And because white collar crime eats away at profit, businesses are usually uncompromising in their fight to control employee fraud. Their survival depends on it. Profits, or revenues in this case, are not the primary goal of schools, however, and schools do not go bankrupt in the same sense as a business might. As long as a school system maintains its source of funds, it will stay in operation *even if it loses money*. Losses can be attributed to inflation and other uncontrollable factors that usually are perfectly legitimate. As a result, however, the determination to control white collar crime in schools sometimes is low. This reduced accountability, in turn, can make schools vulnerable to employee fraud, because the risk of being caught also seems low.

(2) In addition, schools can be vulnerable because of their academic atmosphere. School administrators, under-

standably, are interested first in the education of their students. But sometimes that overriding interest in education keeps them from being efficient administrative and financial managers. Administrators sometimes wrap themselves in an academic mantle and relegate "all that other stuff"—the efficient management of school finances and the like—to the school system's business office. "We are *educators*," is a common rationalization—and a dangerously naive one. Control—of money, resources, and procedures—is an administrative task, deriving from enforced compliance to policies established by the board. Control is implemented through systematic planning, execution, and review. Obviously, the business office has neither the responsibility—nor the capability—to discharge all these functions for the entire school system.

Before board members establish policies for the control of white collar crime, they first must understand what they are dealing with. What commonly is called white collar *crime* actually is more than just legal crime. It includes all kinds of harmful acts—deliberate or negligent—that result in gains for school employees and losses for the school system. These acts flourish in situations where *control* is missing—in purchasing, in handling cash, in accounting for money or supplies. In some cases, controls are implemented but are miserably ineffective; in other cases,

controls simply do not exist. It is not the board's job, of course, to set up proper accounting procedures or materials-control procedures in the school system; that's the duty of the superintendent and his staff. But the board must establish policies that *discourage* employee fraud and *encourage* strong administrative leadership. Such policies are important for four reasons: (1) They establish what's right and what's wrong; (2) they set the approach for handling white collar crime properly and in the school system's best interest (by requiring prosecution of suspected criminals, for example, or by demanding restitution); (3) the policies serve as a deterrent to employees who might be tempted; (4) they emphasize *prevention*, not *apprehension*.

Have your school board attorney research the statutes and case law in your area: Depending on interpretation and precedent, the same act might be considered a crime or a tort (a civil wrong). These, of course, are handled differently. Finally, consider the following guidelines:

Make your position clear: Announce that no white collar crime will be tolerated in your school system and that offenders will be dealt with fully, according to the law. This might sound simplistic, but employees involved in questionable activities often count on the school system's sensitivity to negative publicity; they hope the superintendent will be reluctant to confront offenders boldly for fear of looking incompetent. Dispel this low-risk atmosphere by taking a tough stand.

Put it in writing: Even if all you do is incorporate education codes of ethics as policy, print copies and distribute them to employees. This at least specifies what acts you will not permit and it prevents anyone from claiming ignorance of policy.

Centralize accountability and authority in the superintendent's office: The superintendent must set the example for everyone else in the school system—not only because he is the designated chief executive but also because it must be clear that preventing white collar crime is a top administrative priority. Don't let the superintendent delegate final

(Continued on page 40.)

White collar cheating means trouble for schools

What most people think of as white collar *crime* actually is more than *legal crime*: It includes such things as corrupt purchasing practices, kickback schemes, misfeasance (performing a lawful act in an unlawful or improper way), fraud, conflicts of interest, and plain dishonesty. Although most of these acts could be classified as legal crimes—depending on circumstances and interpretation of local and state laws—often they are not; they are merely *unacceptable* because they harm the school system—usually financially.

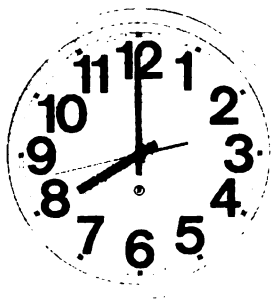
Because of the money involved, boards must learn to identify these acts correctly, handle them correctly, and resolve them correctly. Also, board members must be knowledgeable about white collar crime because some observers say the trend in judicial decisions is toward holding board members personally responsible for financial losses caused by mismanagement. Board members might also be assessed liability for improper denial of due process if they fail to follow proper procedures in bringing criminal charges against employees. The key to protecting yourself in all these areas is to learn all you can *now* and then to work closely with your school system's attorney should violations occur.—G.D.M.

PROBLEM:

Field trips—students love them, but they can present teachers and administrators with problems.

In today's fiscal crunch, many communities look on field trips as "frills"; few school systems can afford to hold as many as they'd like.

Travel time can be another problem, too. It's just not practical to take a busload of kids on a lengthy jaunt. There will always be lots of interesting places field trips just can't reach. Along with field trips, educators need another way to expose their students to the world around them.



Travel time can take longer than the visits.

SOLUTION:

Save time and stretch your field trip budget with Telexplorer—field trips by telephone. Students use a special portable conference telephone to hold group discussions with people in fields they may be studying.

Like field trips, Telexplorer makes subjects come alive. It helps students build research skills, and encourages them to ask good, well-organized questions. And it expands their horizons to the limit of their imaginations.

Telexplorer supplements field trips—helps planning of things to be seen and done, following up on details for further investigation. By saving money, it can free funds in your budget for some of the more expensive visits.



The system has many other uses, too. In guidance counseling, in-service meetings, staff conferences and obtaining guest lecturers.

To get more information on Telexplorer, have your District Office call your local Bell System Education Account Executive.

The system is the solution.



expert guidance in small groups as board of education members of a simulated school district, you'll analyze a "program oriented" budget designed to reflect the community's needs and priorities. You'll then develop a second year's program budget that *reduces* school expenditures, yet improves the quality of the school program while taking into account contract negotiations and other cost factors. You'll learn to *use* the budget as a communications tool. A complete set of materials covering two years of a program oriented budget will be provided. **Sam Sniderman** and **Ivan Wagner**, veteran superintendent and veteran professor, respectively, have field-tested this workshop course with hundreds of school board members—to rave reviews. Both enjoy extensive administrative and budgetary experience.

3. How To Evaluate Your Administrative Staff (and Build a Better Working Relationship With Your Superintendent) (7½ hours over 2½ days). You'll analyze a series of situations (from real-life experiences) in this workshop, and you'll learn effective ways (1) to evaluate your school system's administrative staff and (2) to improve the working relationship between your board and your superintendent. Methods of evaluation that avert difficulties in staff retention or the staff's professional growth will be set forth, as will be methods for creating and maintaining a positive working relationship with your superintendent. Under the direction of **Mel Heller** (department chairman and professor at Loyola University) and **Bonnie Schoeppel** (president of an Illinois school board), you will develop a step-by-step plan of action for use in your own school district.

4. How To Build and Maintain a Successful School Public Relations Program (7½ hours over 2½ days). The major goal of this workshop is to equip you with a planning process for organizing your own districtwide and building level communications programs. You'll learn proven ways for communicating—through a sound public relations program—the problems and progress of a school system with regard to such matters as school closings, bond issues, effective advisory committees, news media relations, creating readable publications, your board's role in effective communication, developing communications policies and job descriptions, and staffing a communications position. Each session will be laced with activities designed to improve personal communications skills and to pinpoint ideas that can be put *right to work* in your own school district. Both workshop faculty members bring a wealth of *communications experience—in educa-*

tion and in business. **Gary Marx** is a longtime school public relations specialist and now associate director of the American Association of School Administrators; **Joanie Flatt** is community relations director for the Mesa (Arizona) public schools.

5. How Reading Is Taught in Schools, How It Should Be Taught, and All the Things a Board Member Ought To Know About It (7½ hours over 2½ days). The purpose of this workshop is to help school board members cut through the fog and jargon and—in some cases—downright obfuscation that clouds what the teaching of reading is all about. You'll be involved from the start in learning about the reading process. You will discover what learning to read really is, and you'll experience several different methods of how reading is learned. You'll examine samples from reading curriculums and textbooks, and you'll review how reading conventionally has been taught. Then you'll review how reading *should* be taught, based on professionally accepted research and practice. You'll be helped to understand different approaches, programs, methods, and plans for success in reading. You will use reading tests, analyze some reading materials, teach other participants some reading skills, and experience—as students do—some of the joys and sorrows of reading. Also some practical approaches for shared responsibility (read accountability) for parents, educators and community will be examined. **Charlotte Brooks**, the workshop's senior faculty member, is a past president of

the National Council of Teachers of English and one of North America's foremost experts on the teaching of reading. She will be assisted by **Al Granowsky**, reading specialist with the Dallas schools with special expertise in early childhood reading.

In addition to the two workshop courses you select from the five offered, your tuition of \$320 (\$290 if your school board is a Direct Affiliate of the National School Boards Association) also will cover:

- A *"Meet-the-Faculty"* reception where you'll be a guest of the JOURNAL on Thursday evening, November 15, as you mix and mingle with the faculty and your fellow school board members from throughout the U.S. and Canada.

- A *Plenary Session*. Setting the stage for the JOURNAL conference will be an opening session on Friday morning, November 16. Board President **Anthony J. Mussari** of the Wilkes-Barre (Pennsylvania) Area School District will present a multimedia, fast-paced address titled *Strategies for School Board Survival*. In it, Mussari will illustrate in dramatic ways the need for board members—and administrators—to be well-informed on major topics such as those to be explored at the conference. Look for Mussari to explain techniques and strategies to use in surviving (politically and philosophically) as a member of your local school board.

- A *Luncheon Address*. Also included in your conference tuition is a luncheon on Saturday, November 17, with **Thomas A. Shannon**, Executive Director of the National School Boards Association—and one of the nation's most outspoken defenders of local, lay control of education—as the speaker.

- *And More*. Bring your spouse to New Orleans. There'll be open evenings and spouse tours will be available throughout the conference—of the French Quarter, the river scene, the Garden District, Bourbon Street, and much more. The Fairmont Hotel, scene of the JOURNAL conference, is adjacent to the French Quarter with its famed restaurants, jazz halls, French Market, Bourbon Street, St. Louis Square, the cathedral, the myriad shops where nearly everything under the sun can be found.

How To Register. Use the registration brochure on pages 23 through 28 of this issue of the JOURNAL. Photocopy it for your colleagues' use as well. Because enrollment size in each course will be limited, please register immediately. Additional descriptive registration brochures may be obtained by writing: JOURNAL Registrar, *The American School Board JOURNAL*, 1055 Thomas Jefferson St. N.W., Washington, D.C. 20007. □

You'll be
involved from
the start in
learning new
solutions to
your schools'
pressing needs.

Education Capitalism

School system assets are potential gushers

By Dan Levin

SUGGEST to school board members that they grab onto every legitimate opportunity their school systems have to make money on school assets, and they'll respond with a debate about the propriety of education capitalism. One side of the debate will declare that the business of education is learning, not earning. Board members on the other side, however, will point to the bankruptcy that the education business is sliding into, and then will offer their own declaration: *Learn to earn*.

Not all school systems have the type of assets that can be capitalized upon, but many systems ignore the assets they do have. Which is a shame because school money-making operations—education capitalism—simply require equal parts of creativity, prudent management, and that good old entrepreneurial spirit. And you needn't risk a dime in school funds.

If you're interested, you can start the whole process by asking your superintendent to have someone list all the property your school system owns. If you're lucky, the schools will own some

valuable farmland or timberland or maybe even a vest-pocket plot in the downtown business district; better yet, you might own a potential oil-drilling site. You might discover that the value of the land your school system bought during the baby boom two decades ago has skyrocketed. Or you might find that your predecessors had the foresight to keep their Section 16 lands.

When Ohio joined the Union in 1802, Congress decided that, from then on, it would set aside every sixteenth section of property in each township for the support of education. After 1849, two sections were reserved, and after 1895, four were to be set aside to support public schools. The specific piece of land was to be designated by the state; usually, the land was in the center of town. Through the years, most school systems sold or traded this property for short-term profit, or lost it because of incompetent or dishonest management. Today, only a lucky few school systems still can claim their Section 16 land, but the uses to which some school systems are putting their property offers a valuable lesson for others with prime real estate.

One of the more fortunate school systems in the country is in Mobile County (Alabama). While other school boards



Dan Levin is associate editor of the JOURNAL.

AUGUST 1979

OPINIONS EXPRESSED BY THE JOURNAL OR ANY OF ITS AUTHORS
DO NOT NECESSARILY REFLECT POSITIONS OF THE NATIONAL SCHOOL BOARDS ASSOCIATION.

Recommendation For Top North American Administrators Story

Name of candidate: _____

Position: _____

Name of school system: _____

Home or business address: _____
(Street)

(City) (State) (Zip)

Telephone number: () ()
(Business) (Home)

QUALIFICATIONS:

I recommend this person as a top school administrator for the following reasons (please note, qualifications must be listed here before a candidate can be considered).

All nominations will be held in strict confidence.

Recommendation submitted by: _____
(Name) (Title)
()
(Phone)

Deadline for applications: October 1, 1979

Send to: **Top School Administrators**
THE EXECUTIVE EDUCATOR
1055 Thomas Jefferson St. N.W.
Washington, D.C. 20007

THE AMERICAN SCHOOL BOARD JOURNAL

SEPTEMBER 1979

(Void after November 1, 1979)

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Name (please print)

Check one:

- A. ☐ Board President D. ☐ Asst. Supt. G. ☐ Dept. Head
B. ☐ Board Member E. ☐ Business Mgr. H. ☐ Architect
C. ☐ Superintendent F. ☐ Principal I. ☐ Other

School District

Street Address

City State Zip

Area Code/Telephone

Send me information on how to buy:

- | | |
|---|--|
| <input type="checkbox"/> Administrative Systems/
Recordkeeping | <input type="checkbox"/> Food Service |
| <input type="checkbox"/> Athletic, Gym, Playground | <input type="checkbox"/> Heating, Air Conditioning
(12-mo.) |
| <input type="checkbox"/> Audiovisual | <input type="checkbox"/> Insurance |
| <input type="checkbox"/> Career Education | <input type="checkbox"/> Maintenance |
| <input type="checkbox"/> Classroom Equipment/Furniture | <input type="checkbox"/> Music |
| <input type="checkbox"/> Curriculum | <input type="checkbox"/> Security/Fire Protection |
| <input type="checkbox"/> Flooring | <input type="checkbox"/> Transportation |
| | <input type="checkbox"/> Wall Systems |

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Read this month's Ballot Box (see contents for page number) and cast your vote by marking the appropriate box at the bottom of this card. You may also use the space on this card for any comments you have about the Ballot Box proposition in this issue.

- ☐ Board member ☐ Principal
☐ Superintendent ☐ Other

Your name (optional)

School district name and address (optional)

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C. ☐ Superintendent F. ☐ Principal I. ☐ Other

School District

Street Address

City State Zip

Area Code/Telephone

Send me information on how to buy:

- | | |
|---|--|
| <input type="checkbox"/> Administrative Systems/
Recordkeeping | <input type="checkbox"/> Food Service |
| <input type="checkbox"/> Athletic, Gym, Playground | <input type="checkbox"/> Heating, Air Conditioning
(12-mo.) |
| <input type="checkbox"/> Audiovisual | <input type="checkbox"/> Insurance |
| <input type="checkbox"/> Career Education | <input type="checkbox"/> Maintenance |
| <input type="checkbox"/> Classroom Equipment/Furniture | <input type="checkbox"/> Music |
| <input type="checkbox"/> Curriculum | <input type="checkbox"/> Security/Fire Protection |
| <input type="checkbox"/> Flooring | <input type="checkbox"/> Transportation |
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- ☐ Board member ☐ Principal
☐ Superintendent ☐ Other

Your name (optional)

School district name and address (optional)

My vote in this month's BALLOT BOX is:

My vote in this month's BALLOT BOX is:

Quick! Tell me how to buy . . .

. . . computers for the classroom

Classroom practice has changed dramatically over the past 25 years, owing largely to the introduction of an array of audiovisual teaching aids—slide projectors, filmstrips, audio and video-cassettes, movie projectors, overhead projectors. Now, a *new* revolution in curriculum equipment is in the offing: Stand by for computers in the classroom.

Audiovisual manufacturers claim the potential benefits of computer technology to education are boundless. As a result, they have launched a full-scale campaign aimed at making classroom computers as common as chalk and pencils. The new microcomputers developed for schoolrooms are sophisticated products, many of which feature color videographics and substantial memory capacities. Most resemble typewriter keyboards attached to a television screen, and many now are being adapted for use by young children (programs will not be erased if a youngster pushes a single button, for instance).

Computer hardware (projectors, tape players, cassette recorders, and the like) is accompanied by software programs (curriculums developed by manufacturers in conjunction with educators). Manufacturers say teachers someday will be able to choose a topic (including all levels of math, science, reading, and other basic skills), insert an appropriate "floppy disc," which is something like a phonograph record, into the computer, and let students take over from there. (One often-cited advantage: Students can learn at their own pace by replaying sections of the program as they need to.)

Computers in the classroom could be helpful in several ways, manufacturers say. As teaching aids, the computers free instructors from repetitive drills, al-

lowing teachers to concentrate on students who need individual help. Computers and computer programming themselves might become the focus of education's next big vocational thrust, giving high school students the degree of computer literacy futurists say will be required of us all in the next ten years. If computers continue to alter every facet of our daily lives, as some predict, students in even the earliest grades soon might require some degree of familiarity with what computers are and how they work.

If you can't visualize a seventh grader playing computer programmer in class, think back 15 years, and consider how likely the current phenomenon of a calculator in every bookbag seemed then. Manufacturers are so confident of the potential need for computers that they predict the education field alone will spend \$400 million on computer hardware in 1982 and another \$200 million on accompanying software programs.

The greatest impact of classroom computers will be on the student, who will learn *about* the computer as he learns *from* it. Computer terminals connected to a school system's accounting computer already are being used successfully to teach programming to enthusiastic high school students in some parts of the country.

Dazzling as the possibilities might be, however, consider these questions before buying any computer system:

- How much do you want to spend? Prices for classroom computers and accompanying software vary greatly. But as more manufacturers enter the field, prices have been driven down in recent years. A computer costing \$3,000 two years ago, for example, might sell for as little as \$1,000 today. Hand-held, programmable calculators are available for \$100 to \$300. Shop around.

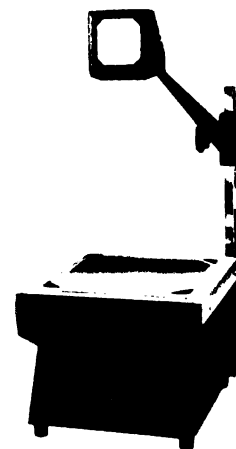
- What's available? One trip to a "computer store" will convince you of the variety of computer systems on the market. Some probably are much more sophisticated than your schools need now. Consider starting small (with a few programmable desktop calculators, for example) and adding more complex equipment later.

- How reliable is the manufacturer? With so many computer manufacturers

hawking their wares on the market today, it's smart to research the company you buy from. Does it have a record of reliable products? Does it guarantee its equipment? Does it service equipment or provide training for maintenance of its products?

With planning, your purchase of classroom computers today can be an investment in the education of the 1980s. □

new for boards to buy . . .



Overhead projector. This projector features a long-life, energy-saving lamp that is said to use 50 percent less energy than a conventional lamp. The projector also offers a high/low switch to increase or decrease lamp power, a built in lamp ejector for easy changing, and an interlock and thermal shut-off switch that cuts power off if the stage door is opened or the projector overheats. From Projection Optics Co., Florham Park, N.J. **For details, circle 50 on reply card.**

Multimedia writing program. These two programs teach students how to write sentences and paragraphs. The programs are individualized and allow students to work at their own speed. In each program, stu-

For valuable technical assistance in the preparation of this article, the JOURNAL is grateful to: Deborah Fliehmman, Bell & Howell Audiovisual Products Division, Chicago; and Greg Smith, Apple Computer, Inc., Cupertino, Calif. For more information, please check Audiovisual on the reply card facing page 8.

One driver uses Regency 2-way radio. The other doesn't.



Choices The bus driver without 2-way radio is in for a long wait. And so are the kids. His bus broke down and he's nowhere near a phone. They could sit there for hours.

Meanwhile, the other driver, in the same situation summoned help immediately by using 2-way radio. She just picked up the microphone. The kids didn't have to wait. And more importantly, they were safe.

More choices You can see, that communications on board is an obvious advantage. But there are still more choices . . . 2-way radio or CB. We think this choice is obvious: FM 2-way radio. Here's why. Consider the range of FM radios: 15-18 miles. That's a lot more than you'll get from CB. In addition, 2-way radios use FM frequencies which means there's less noise and interference. So

when one of your buses breaks down or gets caught in traffic, your drivers will get through.

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Query: Do we ignore average kids?

Schools are investing so much time and money in programs designed to help students with special skills and problems—handicapped, gifted, Title I, bilingual, career and vocational—that it sometimes seems as if the *average* students might be neglected. Which brings us to our question for this month's *Ballot Box*: "Are we spending too much money on students with special needs, and ignoring the students with average needs and abilities?"

From one of the lettered choices listed in the following paragraphs, select the answer that most closely reflects your opinion and circle the corresponding number on the postage-paid card on page 43. Please select just one answer, but add your comments in the space provided on the card. Results will be reported in the November JOURNAL.

A. Students with special needs and abilities have been ignored for too long. Now that schools and society finally are recognizing the need for programs targeted to these students, we should fund and support such programs wholeheartedly. It takes extra money, but

schools are supposed to be agents of change and now it's time to expend our energy on these special kids.

B. Every student has special needs, even the so-called "average" student. If a student never participates in gifted, special ed, or other programs, he or she almost always will benefit from some special program. Students who use science labs, language labs, and modern gym facilities, and those who take driver's ed classes all are participating in "special" programs.

C. We must meet the needs of special

students without endangering our ability to educate the average student. We need to find a balance, not force teachers and administrators to spend too much precious instructional time, or too much money, on a minority of students at the expense of the majority.

D. We are spending entirely too much money and effort on special programs. Let's take some of the money and paperwork away from special programs so that we can concentrate on providing better equipment, textbooks, facilities, and teachers for *all* students.

How to vote

It's important, free and easy. And it makes your opinion count with school leaders from across the U.S. and Canada. Here's how to vote: Locate the *Ballot Box* section at the bottom of the reader reply card on page 43. Mark your choice by letter, detach the card, and drop it in the mail—we've paid the postage. You need not sign your name, but please check the appropriate box in order to identify yourself as a school board member or administrator. If you care to, write a comment or two across the ballot. We'll tally your votes and publish the collective opinions of readers on the question in the November JOURNAL.

Finding: No on national sports competitions

School board members offer a resounding No to our July *Ballot Box* question: "Should high school athletes or their teams be allowed to take part in national sports competitions?" A clear majority—57 percent—says that school people should discourage national sports competitions wherever possible.

"Schools are for teaching reading, writing, and arithmetic—not punt, pass and kick!" says one New Jersey board member. From a superintendent in Ohio: "National competitions can serve no educationally useful purpose. Schools already get considerable criticism for 'overemphasis' of athletics. We don't need any more pressure situations for our young people." "Physical dexterity . . . already outstrips academic ability in the amount of honors it receives. Let's change the *direction of this trend!*" urges a Minnesota board member.

"In New Jersey," responds a board member from that state, "the apex of success in sports is to win the state championship. School boards have the responsibility to provide funds and time for state, but not national, sports competitions." "The 'superstar' emphasis in professional sports is a horrible example—to be avoided at the high school level," says an Oregon board member. And an Arizona board member raises a more fundamental issue: "The 1980s will be the era of energy. The real question: Can we afford an athletic program at all?"

Twenty-six percent of your colleagues say if an individual student is gifted in athletics, he or she can take part in the Amateur Athletic Union or the Olympics. "The Olympic committee and the A.A.U. . . . can and should sponsor individual competitions during non-school time," says an Idaho superinten-

dent. From a former coach—now superintendent—in Missouri: "I support athletics, but school time is too short to be spent on national championships."

Fourteen percent voted in favor of national sports competitions, provided that they are held during nonschool months. "If we are against athletic competitions on the national level, let's be against all national interscholastic competition," says one Illinois superintendent. "Athletes need the exposure of performing to increase their skills. Too often high school athletes go to cars and girls and away from skill development," says another Illinois reader. And one principal added still a further caveat: ". . . no local budget money."

A few—3 percent—of our voters say national competitions might help send kids to college on scholarships, so let kids compete as much as possible. □

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Where Ideas and Imagination are Only The Beginning.



By Hiroshi Yamashita
President
National School Boards Association

What new board members need

New blood can be a good thing on school boards, but the startling degree of turnover in recent years suggests that the increasingly heavy responsibilities of school board service are driving good people from office.

We need time and—especially—know-how to attend effectively to those responsibilities. Moreover, being a school board member now entails risks like never before. (It's a nerve-racking experience to be sued by a parent for a million dollars.)

All of us board members—new or veteran—never can afford to ignore opportunities for effective development. We can learn on the job, but, in view of these demanding times, our formal development can facilitate efficiency of operations and responsiveness to issues. Certainly, we need to know as much as possible about the changing laws governing and affecting school boards; about our roles and

responsibilities in policymaking; about the management of school systems; about curricular priorities.

We need to know what to look for—in hiring superintendents, in the budget-making process, in federal legislation's impact on education, in collective bargaining issues, in school-community relations, and in working with legislatures, governors, school advisory councils, P.T.A.s, and volunteer community groups.

A major assist to this developmental effort for school board members and administrators is the National Educational Conference of *The American School Board Journal*, scheduled for November 15-18 in New Orleans (see page 7). Five crucial topics will be explored in depth at five workshops that will offer seven and a half hours of practical instruction over the course of the conference. The topics—chosen as the result of extensive research into the needs and wants of board members and administrators—are: (1) How to set up a true "basics" curriculum in

your schools; (2) How to understand, use, and change a school district budget; (3) How to evaluate your administrative staff; (4) How to build and maintain a successful school public relations program, and (5) How reading is taught in schools, how it should be taught, and all the things a board member needs to know about it.

Also in the area of school board development, NSBA stands ready to work with your state school boards association in such efforts. State associations and local boards are welcome to use two special training films for boards, available from NSBA: "On Board" and "Board Action." NSBA's research reports for board members also can be useful. Your state school boards association can help you obtain any of these materials, as well as information on the *JOURNAL* conference. These are important tools made available by your NSBA to help us fulfill our determination to ensure high quality education for the children in the public schools.



By Thomas A. Shannon
Executive Director
National School Boards Association

Public sector collective bargaining was the theme of a series of meetings I had in 1977 with Sam Zagoria and Roger Dahl of the U.S. Conference of Mayors' "Labor-Management Relations Service" (L.M.R.S.), and Paul Salmon, Executive Director of the American Association of School Administrators (A.A.S.A.).

We recognized that the employer-employee negotiations process is a crucial area in school district governance and administration. We saw that the process would be subjected to enormous strain well into the 1980s because of continuing inflation, efforts to control prices and wages, energy shortages, declining enrollments, and school district spending and taxing caps. We agreed upon two primary concerns:

1. The increasing proclivity of the courts and public employment relations boards both (a) to disregard governmental organizational lines at

the local community level and view public school employees in the same light as city and county employees in determining rights under collective bargaining agreements; and, (b) to borrow concepts of labor law wholecloth from the general bodies of law developed in other states and under the federal government's National Labor Relations Act in deciding collective bargaining litigation.

2. The lack of any information clearinghouse on school district employer-employee negotiations at the national level.

In order to address these concerns and, thus, help school board members and their administrators work effectively in the employer-employee negotiations process, NSBA and A.A.S.A., with the assistance of L.M.R.S., established the *National School Labor Relations Service*, a new nationwide service offered jointly by NSBA and A.A.S.A. Start-up funds were provided by a Ford Foundation grant.

The service includes a monthly newsletter on current national developments in school labor relations,

periodic monographs on significant management issues and trends, a national school employer-employee relations inquiry service, and assistance in planning and conducting training programs for NSBA, A.A.S.A., and state associations of school boards and administrators. Soon, each school board president, superintendent, and state association president and executive director will receive a complimentary copy of the first issue of the *N.S.L.R.S.* newsletter. NSBA and A.A.S.A. suggest that you plan to make it a key part of your information resource on school employer-employee negotiations.

In order to ensure that *N.S.L.R.S.* will be responsive to the practical needs of school board members, an advisory council of school board members, superintendents, and collective bargaining experts from state school boards associations and local districts has been formed. NSBA and A.A.S.A. believe that the *National School Labor Relations Service* will enhance local control of, and accountability for, the public schools as we move into the changing world of the 1980s. □

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washington report

A LESSON IN LOYALTY. Patricia Harris—considered tough-minded by some and abrasive by others—now is settling in as new Secretary of Health, Education and Welfare (H.E.W.). Harris is expected to make further personnel changes at H.E.W. As Secretary of Housing and Urban Development (HUD), she stressed affirmative action. Of her HUD appointees, half are women, 21 percent are black, and 7 percent are Hispanic. Former H.E.W. Secretary Joseph Califano Jr. is gone, but not quite forgotten. A blunt lesson lingers from his two-and-a-half-year tenure at the top of the biggest domestic department of the U.S. government: Don't fight the White House when it's paying off old campaign debts in preparation for a new election campaign. Califano apparently committed precisely that indiscretion with his halfhearted support for—and tacit opposition to—the separate education department. His less than ardent lobbying for the new department was the most frequently cited explanation for his firing, but other factors also contributed to his departure. Hot water reportedly swirled around his choice of a replacement for former U.S. Commissioner of Education Ernest L. Boyer. Califano at first tapped Marshall (Mike) Smith, an ex-Harvard University and National Institute of Education policy planner. Califano also appointed a close aide, James Pickman, to serve as Smith's deputy.

At the same time these appointments were announced, Califano took off for China. As he was winging his way over the Pacific, flak was flying in Federal City. The National Education Association and the American Association of School Administrators were up in arms because Smith, rather than John Ellis (a former school superintendent who was in line to become acting commissioner) was passed over. Blacks were furious because Califano passed over Thomas K. Minter, a black deputy commissioner, and ignored Mary Berry, the assistant secretary for education and the highest ranking black in the federal education bureaucracy. The problem with Smith, Black Caucus members said, was that he had worked with Christopher Jenks on a controversial study, *Inequality*, which some observers claim has racist overtones. The White House finally stepped in. Word came down to kill the Smith appointment and to appoint Mary Berry—for one month—as acting education commissioner. All of this, on top of doubts about Califano's commitment to a separate education department, paved the way for his demise. Califano now has returned to his lucrative Washington law practice, reportedly awaiting a call to hit the hustings for Senator Edward Kennedy, should the Massachusetts Democrat decide to seek his party's presidential nomination. Secretary Harris is expected to fight vigorously in private for her favorite programs before White House decisions are made, but to support the Carter line in public—regardless of whether her point of view prevails.

CREATION OF EDUCATION DEPARTMENT IS NEARER. Advocates of a separate department of education edged closer to victory during the summer, but a conclusive win remained out of reach. In a touch-and-go battle before the full U.S. House of Representatives, supporters of the Cabinet-level department managed to squeeze their legislation through by a razor-thin margin of 210 to 206. At one point in the House debate, some conservative congressmen suggested

referring to the proposed agency as the Department of Public Education or—DOPE. Each chamber of Congress now has passed an education department bill (a measure similar to the House bill sailed through the Senate earlier this year). Opponents were making no concession statements, however. Forces against creation of the department were girding for the cheek-to-jowl infighting expected to take place in the House/Senate conference committee, which must iron out differences between the bills passed in both chambers. At press time, the department's proponents clearly were winning, but the ultimate outcome was still too close to call.

POWER SHIFT IN TITLE I CONTROL? State capitals, rather than Washington, would be the centers of power and authority for the Title I program if proposed regulations are adopted. The proposed rules, issued by the U.S. Office of Education, would transfer to state education departments those powers of evaluation, audit, and enforcement for Title I that previously were held by federal education authorities. State education departments would be required to ensure that local Title I programs are visited at least every three years, conform to all existing rules and regulations, and are audited every three years. Compliance reviews would be conducted to determine whether programs conform to the descriptions in their funding applications, that eligible children are being served, and that services are provided to nonpublic school children in accordance with the law. States also would be allowed to conduct noncompliance hearings, draw up binding agreements to correct deficiencies and violations of law, and even cut off funding.

HISS OF A BACKLASH. An H.E.W. survey of six states found an "overwhelming positive reaction to and support for special education programs," but also turned up some negative reactions from some teachers and parents. Some teachers were resentful that regular classroom instructors sometimes were laid off while special education specialists were hired. Some parents were annoyed at the smaller classes and higher expenditures devoted to special education students. The parents argued that these detract from the resources available to students in regular classes. Both teachers and parents expressed reservations about the effectiveness of special education programs, noting the difficulty in making program assessments. Special education instructors and school board members said they fear that current programs will suffer for lack of state and local funding once federal special education funds are eliminated.

"IT'S A DOG . . . WILL NEED MAJOR SURGERY." That quote, from former Commissioner of Education Ernest Boyer, was read at a congressional hearing that raked over contracting and consulting practices of the federal education office. The embarrassing quote from the internal memorandum referred to a \$93,000 contract awarded just one day before the end of the fiscal year on a "sole source" basis to the American Association of School Administrators. Its purpose was to have the association set up meetings between the U.S. Commissioner of Education, his staff, and representatives of nine education associations. What irked Senator Warren Magnuson (D-Wash.), the all-important appropriations com-

mittee head, was that seven of the organizations are based in Washington, but meetings were held at various points across the nation. It's a "slush fund," said Senator Richard Schweiker (R-Pa.). Outgoing Commissioner Boyer defended the contract, but acknowledged that in the future meetings could be held in Washington and that an outside contractor was not needed.

NEW RESEARCH INDICATES HANDICAPPED CHILDREN THRIVE IN HEAD START PROGRAMS. Commissioned by H.E.W., a study by Applied Management Sciences compared handicapped children in 55 Head Start programs across the nation with children in 49 non-Head Start programs. Even though the non-Head Start programs had more and better-trained teachers and more money, handicapped children "mainstreamed" into Head Start classes did better. Mainstreaming was the reason, the study concluded, that Head Start children acted more like nonhandicapped children than did those in segregated programs. Parental support of mainstreaming the handicapped children also was considered a major plus.

COURT UPHOLDS BUSING—BUT WAIT. The Supreme Court decisions in the Dayton and Columbus desegregation cases have done their part to spur the drive in Congress for an antibusing amendment to the U.S. Constitution. The effort failed in this session of Congress, but amendment advocates vow to try again and again. The Ohio decisions showed that the high court is not willing to roll back any existing desegregation orders and that it is not interested in breaking new legal ground. Other high court rulings in school busing cases: One required further desegregation of Minneapolis schools; another thwarted an effort to exempt first grade students

from a busing plan in Louisville and its adjacent Jefferson County; and a third left intact a lower court ruling requiring further desegregation involving Mexican-American students in Austin, Tex.

WHAT MAKES ADMINISTRATORS TICK? Using time-and-motion techniques often applied to the study of managers in private industry, two professors have taken a close look at how six school superintendents spend their time. Preliminary results of the study by Lars Larson and Robert Bussom of Southern Illinois University indicate that although a superintendent's day is long and busy, an efficient school executive can find time for activities other than work. The researchers also found that the most valued aide for a busy superintendent is a good financial officer. Superintendents in larger school districts generally know more about what is happening in their schools and have a better relationship with their school boards than do those in smaller school districts, according to Larson and Bussom.

WHITE HOUSE WILL LOOK AT FEDERAL YOUTH POLICY AND UNEMPLOYMENT. The announcement was made by Vice-President Walter F. Mondale who asked a special task force, headed by Assistant Secretary of Labor Ernest Green, to come up with legislative proposals that would improve ties between government programs, schools, businesses, and job training efforts. Within Administration circles, however, there is a school of thought that says "go slow" on youth employment programs because with the declining birth-rate, teenage joblessness will drop automatically. The Mondale task force is scheduled to come up with a report sometime in October. □

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• *The 1979 National Educational Conference of The American School Board JOURNAL.* Action-oriented sessions on setting up a true "basics" curriculum, evaluating staff, understanding a school district budget, and maintaining a school public relations program. For information, write: JOURNAL Conference Registration, *The American School Board JOURNAL*, 1055 Thomas Jefferson St. N.W., Washington, D.C. 20007; 202/337-7666.

• *State/provincial school boards association conventions.* For information, get in touch with association headquarters in your state or province. Georgia, *in Atlanta, Oct. 2-4*; Indiana, *in Indianapolis, Oct. 3-5*; Virginia, *in Virginia Beach, Oct. 4-6*; Texas, *in San Antonio, Oct. 6-8*; South Carolina, *in Myrtle Beach, Oct. 11-13*; Pennsylvania, *in Pittsburgh, Oct. 17-19*; New Jersey, *in Atlantic City, Oct. 24-26*; Massachusetts, *in Hyannis, Oct. 24-27*; New York, *in Rochester, Oct. 27-30.*

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Teachers will be using bargaining, bucks, and ballots to get what they want from you this year

ANGRY teachers will be confronting you this year with issues the teachers claim are essential to their professional and physical survival. And, if you believe the rhetoric thrown around at the two teacher union conventions this past summer—the National Education Association (N.E.A.) met in Detroit while the American Federation of Teachers (A.F.T.) gathered in San Francisco—organized teachers are developing the political clout to get what they want. Here are the issues:

- *Violence against teachers.* This topic was an ever-present theme at the N.E.A. convention, where the halls were filled with teachers eager to tell their stories—and to demand action from school boards. Like a convention of war veterans, teachers applauded loudly as the stories grew ever more grisly. “I’m warning new teachers to bring a change of underwear to work with them,” one teacher told the delegates. “From first-hand experience I know that even the most courageous teacher can lose control of his or her bowels after being shot at by an angry student.”

At a press conference on the topic, N.E.A.’s new president Willard McGuire announced that thousands of teachers leave their jobs each year because of violence and vandalism, involuntary transfers, demanding parents, and oversized classes. McGuire, who can mix a metaphor with the best, warned that

“teacher burnout” now “threatens to reach hurricane force if it isn’t checked soon.” McGuire also said that teachers, administrators (who, teachers said, often are afraid to report attacks on teachers), the school board, and members of the community will be asked to work together to develop ways to expose the real situation in schools. One teacher claimed that “the school board doesn’t know how bad the situation is because administrators won’t report it—those who do quickly get a bad reputation. So administrators can do little more than listen to an abused teacher’s story and then order him or her back into the classroom to resume teaching.”

A.F.T. teachers also are concerned about violence against teachers and urged similar communitywide cooperative actions. A.F.T. members went a step further, however, in calling for the use of union muscle in “the collective bargaining process to secure teachers’ safety and better student discipline.” In short, although both unions have teacher safety as a top concern, the N.E.A. wants a communitywide approach to solve the problem while the A.F.T. would like to use power at the state and local level to secure contract provisions and laws to protect teachers.

- *Standardized tests.* If you think students complain about tests, consider the gripes coming from the N.E.A., which blames tests, in part, for maladies

such as teacher stress, parental unhappiness, community turmoil, and student discipline problems. N.E.A. recently launched a full-scale attack on the testing industry and filed a freedom-of-information petition with the Federal Trade Commission seeking data from a study that found test scores could be influenced by coaching students. At the convention, union delegates passed a policy statement calling for “a moratorium on the use of Scholastic Aptitude Test (S.A.T.) scores until adequate coaching is available for all students.” N.E.A. further called for a federal investigation of the testing industry and passage of something they call truth-in-testing legislation. This might mean that, at a time when school boards are searching for objective ways to measure student performance, teachers will be agitating for a decreased reliance on standardized exams in local school systems, or for school boards to adopt coaching programs.

The A.F.T., on the other hand, says that some “tests, properly administered, can be useful measurements of learning.” A.F.T.’s caveat: Teachers should be involved in the creation and implementation of minimal competency test standards, and “teacher evaluation should not be based on student achievement or test results alone.” In other words, A.F.T. teachers want an active part in the school system’s decisions re-



The 1979 convention of the National Education Association drew more than 7,000 teachers to Detroit (top). Vice-President Walter Mondale (above) praised N.E.A.'s efforts to get legislation for a separate department of education (a Carter Administration priority) passed in Congress. Mondale also addressed members of the American Federation of Teachers—led by Big Al Shanker (left)—who met in San Francisco.

garding testing.

• **Political action.** Both unions revel in posing like Charles Atlas on a political Muscle Beach, but the two unions use their pumped-up pectorals to impress slightly different audiences. N.E.A.'s political clout is directed at all levels: N.E.A. members will be actively supporting school board candidates, sympathetic state office seekers, and federal candidates who back N.E.A.'s programs. "We do not need school boards made up of politicians and representatives of business interests whose self-perceived mission is to deny teachers a voice and a role in improving education," outgoing N.E.A. President John Ryor said, while urging teachers to become involved in electing school board candidates. But much of the thrust of the N.E.A. convention centered on the need to elect federal officials who would support N.E.A.'s *national* goals, primarily increased spending for education and the implementation of a separate U.S. education department. To help finance this national political thrust, N.E.A. delegates voted to double members' voluntary one-dollar contribution to the N.E.A. Political Action Committee.

N.E.A. has been a strong supporter of the move to create a department of education, but A.F.T. has just as strongly opposed such a move, focusing instead on political activity at the state level, where political power can help promote statewide collective bargaining laws. Said A.F.T. President Albert Shanker: "I can't understand why all this [N.E.A.] effort for a separate education department wasn't used earlier to have those teachers lobby for [state] labor law reform." A.F.T. is free to focus its major political efforts on school board and statewide offices, because many of its national goals already are advanced by the well-financed lobbyists of the A.F.L.-C.I.O.

• **Tuition tax credits.** If the two unions are separated over the issue of a department of education, they are united in their common condemnation of tuition tax credits for parents sending children to private schools and in their hatred for voucher plans. "Should vouchers become the accepted method of financing public education in America . . . , there will be no public education in America," says Shanker. N.E.A.'s Ryor lumped supporters of tuition tax credits in with those who would "sell out" education, and he warned delegates that "these people will not go away. They will continue to obstruct

and stall, hoping we will tire or our supporters will give in to pressure and sell out." N.E.A. Executive Director Terry Herndon told delegates that the "tuition tax credits /issue/ . . . is another prong of the school financing issue of the political right." Shanker vowed to make opposition to such measures "the fight of the century."

Herndon went on to say that the new right was using vouchers and tax credits as weapons in their new battle against public schools. Herndon said that the N.E.A. has so changed the status quo that the right wing—through tax cuts and measures to destroy public schools—is seeking to win back what teachers have won. Budget-cutting board members might find themselves labeled by teachers as part of this so-called "right-wing menace."

• *Teacher union foes.* Anxiety seemed rampant throughout the ranks of unionized teachers. On a day-to-day level, N.E.A. teachers claim they are worried about interference from school administrators. They say most school board members are well-meaning but ineffectual leaders, but administrators often were described by individual delegates as spineless meddlers in the teacher's profession and insensitive to the needs of classroom teachers. Others portrayed administrators as turncoats who sold out their concern for education in exchange for higher salaries.

But as an organization, N.E.A. spent a great deal of time rallying the troops to fight not administrators but "attacks by ultraconservative, right-wing extremists." Declared N.E.A.'s Herndon: The attack of the right wing "is of no consequence unless those in public office (read school board members) and those presenting themselves to be public leaders (read school superintendents) abandon responsibility and leave a leadership vacuum to be filled by voices from the right." The union will counter this threat by exposing this movement, "including its efforts at subverting teacher organizing and collective bargaining," Herndon promised.

For the A.F.T., the enemy leading the "attack on public employes" comes from two areas. "In the first instance, the financial crunch of state and local governments is translating into a loss of revenues for public employes. In the second, a well-organized, well-financed campaign against public employe collective bargaining rights is being launched by antiunion forces." The A.F.T. does

(Continued on next page.)

N.E.A. ousts Ryor, elects Willard McGuire

Perhaps the most important event that took place at the N.E.A. convention this year in Detroit was the change of leadership from John Ryor, N.E.A. president since 1975, to Willard McGuire, who assumed the \$60,000-a-year post on September 1. Ryor's unsuccessful battle to remain as president of the 1.8 million-member union shows in sharp relief the divisions that now exist within the N.E.A. membership.

When Ryor first was elected president in 1975, the office was largely ceremonial and the term of office lasted for only one year. In his first year, Ryor quickly and successfully appealed to the delegates to change the constitution to allow the president to serve two consecutive two-year terms. Last year, at N.E.A.'s convention in Houston, Ryor again tried to have the constitution amended to allow for an extension of those two-year terms. The delegates said No. This year, Ryor's last in office, he went to the well again.

In Detroit he told the delegates: "We took a major step forward when we extended our officers' terms to two years and allowed officers to seek reelection. We need to complete that move, to extend the possible term of service to our association to a length at least equal to that of members of the executive committee—six years . . . I believe that balance is hindered by the shortness of service of the elected leadership."

The membership did not agree. The problem, it seemed, was the long-standing split between those N.E.A. members who think of their organization as a professional association and those who see N.E.A. as a union.

Debate on the issue was long and hot. Ryor's detractors claimed that he was trying to "form a dynasty" and that the "teaching profession was much too important to turn over to one man." Yet even his detractors began their speeches by addressing

Ryor as "President John" and by listing his accomplishments. From the tone of the speakers, it was clear that Ryor is liked and respected. "President John," one began, "you have been a fine president and have given N.E.A. an identity throughout the nation. But the teaching profession is larger than one man." Helen Bain, a past president of N.E.A., echoed the sentiment: "This organization is more important than one or two individuals," she said.

But other teachers—many of whom are from industrial urban areas and are familiar with the ways of big labor—supported the creation of a strong leadership role for Ryor and the presidency of N.E.A. (As Ryor said in his own behalf: "To do any job, an organization needs more than the means; it also needs the leaders.") A Minnesota delegate told the convention: "We've been struggling for years to change the association into a strong political organization." The constitutional change to give Ryor an additional term is "frankly a political move, but in the best sense of the term." Supporters pointed out that although many Americans could identify Al Shanker, few had ever heard of the N.E.A. president. Ryor supporters claimed the organization needed a Shanker-type leader, but those opposing the amendment pointed out that this might open the way for a George Meany-type "leader for life."

Ryor needed a majority vote to change the order of business to allow consideration of his proposed amendment. He got it—barely: 52 percent said Yes. But the second vote—changing the constitution—required a two-thirds vote, and in a secret ballot the delegates gave Ryor only 58 percent.

The new N.E.A. president, Willard McGuire, is a teacher from Minnesota who, for five years, has been N.E.A.'s vice-president.

A.F.T. told
union leaders
to sell
something called
"labor studies"
to boards
under the guise
of career
ed. programs.

(Continued from previous page.)

not label these sinister forces as boogymen from the "far right," but it does claim that antidotes to such antiunion evil lie with the public and with teachers who understand the "benefits brought to public schools by teacher unionism," according to an A.F.T. convention publication.

Public education clearly is a target of some who would like to see funding reduced, but several veteran reporters who covered the conventions offered a more cynical interpretation: "It's an old trick to gain membership support for a union," said one newspaperman. "The union identifies a vague but menacing-sounding enemy, scares hell out of its membership with tales of evil to come, and then promises that if they all are good union members, their leaders will protect them."

- *Energy.* Teachers might be among your staunchest supporters in school system efforts to reduce energy consumption. Both N.E.A. and A.F.T. officials raised the temperatures of the meeting halls in the two cities by repeatedly calling for new and innovative national energy programs. In responding to Vice-President Mondale's call for energy conservation, the N.E.A. delegates adopted a resolution urging "the enactment of antitrust laws against oil companies" and the adoption of a national energy policy that ensures the uninterrupted operation of public schools. At the A.F.T. meeting, Shanker informed the delegates that there was, indeed, an energy crisis, and that Americans were going to be forced to "start living on less and less," adding that he wanted to make sure teachers and schools didn't get dumped into that "less" category.

- *Teacher strikes.* Neither union predicted an increase in the number of teacher strikes in the coming school year, but there was one prediction that those school boards that do face strikes might find them long and bitter. N.E.A. General Counsel Robert Chain explained: "Most strikes occur after a collective bargaining law has been passed in a state, and neither the union nor the school board is used to the negotiations process. Because there have been few bargaining laws enacted recently, most boards and unions have been through the process before."

"But," he warned, "in those districts that have been negotiating for several years, the issues that separate the parties—and that lead to strikes—likely

will be substantial issues. When a strike does take place, neither side will be likely to buckle under to pressure."

Last year, A.F.T. reported 33 strikes involving its affiliates; N.E.A. acknowledged 143 strikes. Both unions also report that they plan to increase membership by starting union drives in the South, the Southwest, and the West.

- *Budgets.* Both the A.F.T. and N.E.A. boasted of increased funds to help carry on tenure battles, strikes, legal suits, and other activities in local school systems. In Detroit, the N.E.A. adopted a record budget of \$67 million and predicted that it will raise \$500,000 to be spent by its Political Action Committee in the campaigns of friendly politicians.

A.F.T. delegates adopted a budget of \$15.28 million—with an anticipated deficit of \$1.19 million. From this total A.F.T. might spend as much as \$400,000 for legal fees to help "protect teacher job security," and \$1.3 million to help support striking A.F.T. locals.

- *Quotas.* The A.F.T. long has been on record as opposing any kind of quota system that guarantees representation of a certain number of women and minorities. The N.E.A. for several years has used quotas to select delegates to their conventions. This past year, however, the N.E.A. came under the Landrum-Griffin Act that outlaws the use of quotas. Nevertheless, N.E.A. officials speculate that this year's quota-free process involved nearly as many minority delegates as did last year's system (which used a quota system).

- *Classroom activities.* Union concerns might find their way into your curriculums. Both unions offered strong support for the SALT II arms limitation treaty, and N.E.A. will produce a report on the treaty for its membership. A Wisconsin delegate indicated that teachers would support SALT II in the classroom because "teachers must play a major role in framing the conscience of this nation in the matter of the suicidal nuclear arms race. . . . Funds for education, not weaponry, shall resolve the afflictions of humanity."

Something called "labor studies" might find its way into classrooms staffed by A.F.T. teachers. During the A.F.T. meeting Paul Cole, an A.F.T. vice-president, told union leaders to sell labor studies to school boards under the guise of career education or vocational programs. The guise can be dropped later, he said, because "when the classroom door closes, you are in charge of the curriculum." □

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Correct weaknesses first

SIR: Your book review of *Managing the Managers* [Corporate boards can learn lesson from you, April] was very insightful, and I believe correct both in citing the parallels between industrial boards and school boards and in suggesting that the former may have something to learn from the latter. But there are two important differences that should also be noted.

One, corporate boards typically have available ample and relevant statistical data (published and internal financial, marketing and other reports) that permit analysis of the performance of the corporation in some detail. Sales reflect the value attached to the firm's product by its customers, and costs (or profits) indicate whether these sales were produced at a cost lower than this value. In contrast, neither school boards nor administrators typically have any comprehensible and analyzable information on the performance of their district—such fundamentals as student success, teacher satisfaction and productivity, parent satisfaction, and key cost and staffing ratios. From personal experience with hundreds of districts, I know only a handful that have this information and know how to use it. Without it, no school board is positioned to assess whether its district is performing satisfactorily. Consequently, it will be unable to accomplish its most fundamental responsibility: to assess this performance and, if necessary, take action to maintain, improve or correct it.

Second, business has worked hard for nearly a century to develop management techniques and skills, and to build the educational institutions required to pass them on—the graduate schools of business and management. No such body of knowledge, nor any comparable educational programs, exist for school administrators. Consequently, in spite of hard work and ample talent, school administrators are almost entirely self-trained. And they lack a conceptual framework through which to add to and pass on their knowledge. Until this situation is corrected, education will continue to be essentially unmanaged, and thus unable to respond effectively to the difficult

circumstances and challenges which it has and will continue to confront (organized teachers, concerned parents, taxpayer revolt).

Correcting these two weaknesses is fundamental to turning around the declining performance and rising cost of education, and would enable school boards to manage the managers on a more nearly equal footing with their industrial counterparts.

FREDRIC H. GENCK
Managing Director
Peter Warner Associates
Chicago
School Board Member
Lake Forest, Ill.

Chewing tobacco: hazardous

SIR: I enjoyed the puns in your article on chewing tobacco [*Chewing tobacco: a gnawing problem*, July]—but probably not as much as some readers. I have practiced dentistry for 20 years in this ranching community and from the first week I have seen “chewers” of all ages and stages. The damage inflicted on the soft tissues of the mouth is fast. Within a few months, the chemical burn caused by holding the plug of tobacco in a particular area provokes the body to protect itself. The traumatized tissue takes on the texture of wrinkled old elephant hide and has a similar color. With longer use (a year), especially in teens and subteens, we see “attached gingival tissue” being burned completely off. If caught soon enough, supporting tissue can be grafted from the palate. Furthermore, to take a greater chance of mouth cancer as a substitute for lung cancer doesn't seem reasonable.

I don't think we need even to discuss chewing on the basis of it being ugly, disgusting, or unsanitary. Especially for our school-age children, it is simply an unhealthy practice.

I have no great intent to chastise you or your article. If I am irate at anyone it is the total medical community, which has not taken a strong public stance in opposition to the frankly very appealing

In the story on the Parker City (Indiana) schools [*Dedication and planning changed a twisted mass of rubble into an innovative school building*, September] the editors omitted the name of the architects on the project: Fanning/Howey Associates of Celina, Ohio.

advertising campaign aimed at our children. (The Carlton Fisk and Walt Garrison television commercials are examples.)

CHARLES G. REITINGER, D.D.S.
School Board Member
Gunnison, Colo.

More on censorship

SIR: If exclusion is indeed censorship, as Barbara Parker leads us to believe in her article, [*Your schools may be the next battlefield in the crusade against 'improper' textbooks*, June] then censorship is as American as apple pie. Such literary “classics” as *Playboy*, *Hustler*, and *Penthouse* have been excluded from school libraries and classrooms for years and I doubt seriously if any school system, will likely include them in the future.

It seems all too obvious that the continuing argument that exclusion restricts academic freedom is utter nonsense. Exclusion brought about by well-defined community standards merely prevents the exercise of academic license. Educators are still free to exercise their freedom of speech, but like the individual who screams “fire” in a crowded theater, they are accountable for their actions.

The Constitution of the United States, as we well know, guarantees every individual in this country the freedom to express his or her opinion. It does not, however, guarantee that every opinion is worthy of respect, nor does it guarantee public subsidy.

Unfortunately, a good many well-intentioned educators and board members have been led to believe that all opinions must be equally represented in establishing community standards. In most instances this has resulted in confusion.

To resolve this dilemma, as I see it, board members must first recognize that they are not obligated to respect all opinions. Once this realization has been internalized, I feel confident that the majority interests of parents and taxpayers will be served. If it is not internalized and board members continue to avoid voting their convictions, dissention will continue. Until standards are set, textbook publishers working in concert with contemporary humanist educational theorists will continue to control your school system and mine.

ZOANNE FLICKINGER
School Board Member
Minot, N.D.



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can provide studies on the latest instructional techniques, risk factors in individual sports, and equipment standards that can help prevent injury.

- The National Collegiate Athletic Association has data and information on ways to help reduce sports injuries (N.C.A.A., U.S. Highway 50 & Nall Ave., P.O. Box 1906, Shawnee Mission, Kan. 66222).

- The American Alliance for Health, Physical Education, Recreation and Dance offers alternative guidelines and standards regarding interscholastic competition (A.A.H.P.E.R.D., 1201 16th St. N.W., Washington, D.C. 20036).

- The United States Gymnastics Safety Association has information on ways to improve staff training, instructional techniques, rules, standards, and equipment specifications for this increasingly popular sport (U.S.G.S.A., 17241 Dulles International Airport, Washington, D.C. 20041).

When collecting this background information, don't overlook *A Statement of Basic Beliefs*, published by the Society of State Directors of Health, Physical Education, and Recreation. The report—revised in 1976—contains several recommendations that might help reduce athletic injuries.

The recommendations in this report include a call for: comprehensive school health education curriculums for grades K-12; graduation requirements that include physical education credits in programs designed to gauge the skills and abilities of individual students; training for physical education teachers and coaches who work with disadvantaged, handicapped or non-English-speaking students; complete elimination of boxing from all elementary and secondary programs; limiting interscholastic competitions to pupils in grades 9-12; and adoption of playing seasons of reasonable length preceded by an adequate period of conditioning and instruction in fundamentals. (For a copy of the report, write: Simon A. McNeeley, Society of State Directors of Health, Physical Education, and Recreation, 9805 Hillridge Drive, Kensington, Md. 20795.)

Finally, I would urge school policymakers one last time to be as broad in their investigation and debate as possible. The suggestions made here are not a blueprint for solving problems in local communities. But they do show school board members where to look when they begin investigating the safety of their sports programs. □

Here's an athletic disaster plan

School board members who take up Peter Relic's challenge to evaluate the philosophy of their school sports programs can make a commitment to reducing athletic injuries by following the game plan of Warren Schildberg. President of the American Osteopathic Academy of Sports Medicine, proprietor of a sports medicine clinic in Garden City, Mich., and medical consultant for the Detroit Express professional soccer team, Schildberg has devised what he calls a high school athletic disaster plan.

Each community must adapt to individual situations, emphasizes Schild-



berg, but essentially his disaster plan is a short inservice training period for coaches and teachers. Once trained, they can perform certain duties and cooperate with local health agencies during emergencies. "From my examination of our local high schools," says Schildberg, "rather than a specific plan, each principal has in his mind a few telephone numbers that he can dial in an emergency. I don't think, in our present litigious atmosphere, that this is a particularly good defense against charges of neglect."

Schildberg's plan divides injuries into three categories: life threatening, limb involvement, and little. Each injury requires a different course of action. According to Schildberg, there also are three general types of school health care systems. For example, in a large suburban or urban setting, the coach or trainer often is well qualified to administer emergency first aid. What's more,

the community usually has available an Emergency Mobile Unit (E.M.U.) and certain hospitals that specialize in specific injuries. Coaches for schools in areas where these facilities are available must be prepared to send students to hospitals specializing in treatment of specific injuries.

The second group generally comprises smaller communities whose coaches may have less medical expertise; the area might have ambulance service without E.M.U. facilities, and be served only by a local general hospital. If a serious head or neck injury occurs, the injured athlete quickly must be transported to this hospital.

The third group of schools, Schildberg says, might have only a coach with a station wagon available to move an injured athlete to the local, or perhaps distant, hospital.

For Schildberg's disaster plan to work effectively during an emergency in any size school system, each coach or teacher must know his own assigned job (such as moving the injured player or calling a hospital) as well as the duties of his colleagues. Ideally, Schildberg says, all schools should have a certified full-time athletic trainer. In any event, coaches should know how to administer cardiopulmonary resuscitation (C.P.R.), and should learn how to care for an injured athlete en route to a hospital. The obvious extension of this program, says Schildberg, is to have a standard emergency plan.

Schildberg says elements of the disaster plan can be put on a wallet-sized card with telephone numbers on one side (for E.M.U.s, doctors, and hospitals) and, on the other side, a general description of how to handle acutely injured athletes. For football players, says Schildberg, a small card can be taped inside the helmet that lists a student's blood type, allergies, and other pertinent medical information.

The key for school officials, Schildberg points out, is local adaptability and a commitment to educate coaches and teachers. For specifics on the high school disaster plan, write to Schildberg at the Garden City Professional Group, 30730 Ford Road, Garden City, Mich. 48135, or call 313/421-7474.

Look here for a glimpse at education's future

By R. Winfield Smith

This book is a sheep in wolf's clothing. Heralding it as the first serious challenge to "back to basics," the press release announcing its publication contains the following paragraph:

"Recently, some of the foremost educational specialists in the nation convened to discuss the currently prevailing theory and practice of 'back to basics' in public education. Diverse as their own specializations, approaches, and theories were, they were unanimous in their conviction that 'back to basics' is a grave threat to the future of American education."

That statement is not supported by the book itself, and I resent it as an unfair attempt to discredit the back to basics movement. This book actually is an outgrowth of a small invitational conference of eminent educators, called to review and appraise a decade of compensatory education and to outline alternative approaches for the future. It does not deal *at all* with basics or with any other movement *per se*.

Having said that, let me add that the book contains a rich vein of information and intellectual stimulation for anyone—professional and lay person alike—seriously interested in education policy. The book contains eight essays by outstanding educators, psychologists, and sociologists. Most of the essays are excellent, and several common themes recur, including these:

1. There is no easy solution to the problems of education. (I heartily concur.) One consistent flaw in our human condition is the propensity to call for a simple, facile, all-encompassing solution to a complex problem, when in fact there is none. As the authors point out, this trait is present in those who advocate going back to basics just as it is present among the proponents of every education fad. The only safeguard we have against this simplistic thinking is to display a willingness to investigate every view that is thoughtfully presented.

2. All children (except those who are neurologically impaired) innately have

Educating All Our Children

Doxey A. Wilkerson, Editor
173 pp. Westport, Conn.
Mediax, Inc., \$11.50

This book may be purchased
from your local bookstore
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the ability and potential to learn. In the book's flyleaf, the publisher states that the advocates of back to basics tend to disagree with this premise. (I know of no evidence to support this statement.) The fact is that the entire educational establishment has denied universal educability for years, and only now is beginning to accept it. For 20 years I have written and lectured that one of the most debilitating assumptions in public education is the erroneous notion that only a fraction of the student body has intelligence enough to excel. We must, therefore, start with new assumptions: that every child is born with the desire and capacity to learn; that the blocks to learning are psychological, not physiological; that it is our duty to devise means to overcome these psychological and environmental impediments to learning.

3. Our system of educational evaluation is biased in favor of a *quantitative* approach to learning; in the future, we must try to assess the *quality* of learning. To do this we must carefully examine the methods of maintaining the delicate balance among learning behavior, learning environments, and learning task demands.

4. We should upgrade education for reasons far more important than a student's economic self-sufficiency. In any nation, there is an important relationship between the effectiveness of schooling and a student's general social competence.

5. Greater involvement should be encouraged among parents and other community members in the decision-making

process and in the day-to-day operations of schools.

6. We need a new organizational structure in schools so that active and functional learning can happen for children in a setting that is rooted in the community. This kind of learning does not produce tensions and failures.

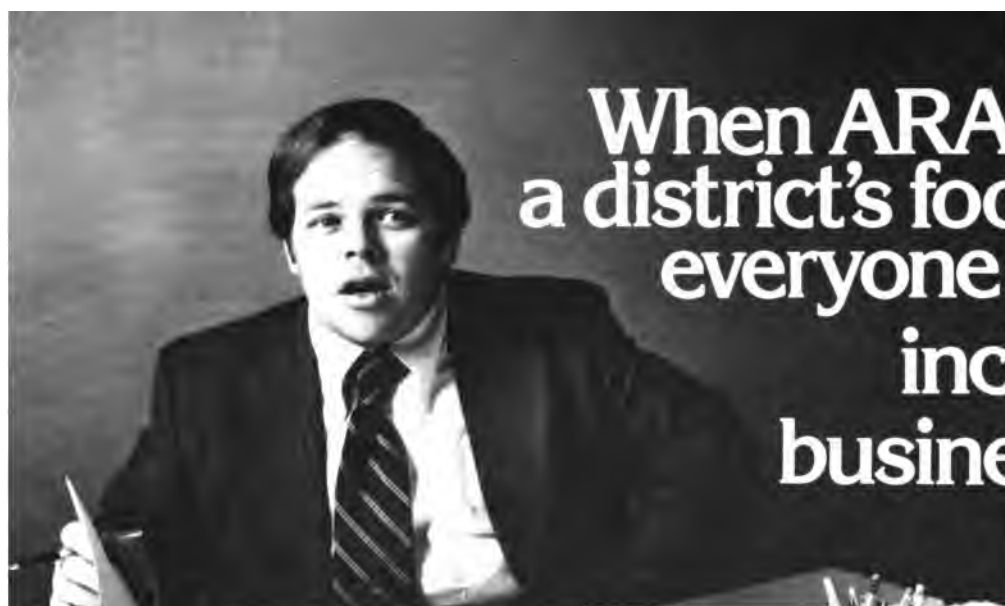
Perhaps the most effective way I can convey my enthusiasm for this book is to quote the final paragraphs of an eloquent epilogue, to which the eight excellent essays in the book give substance and support.

"An effective school is a work of art. It orchestrates the varying interests and abilities of its students and parents and community in concerted efforts toward educational excellence. It enlists the creative abilities of all personnel to identify goals and fashion programs that fit the needs of its particular clientele. It is accountable to the state for such basic outcomes as literacy in language and numbers, but free to innovate in materials and methods—and especially to define and seek much broader dimensions of educational development. Above all, it is unique, responsive to personalities and values and needs and abilities that are never fully duplicated in any other school.

"Such schools would serve all of our children well; but they cannot be developed within an organizational structure where 'standardized' curricula, regimentation and lock-step progression prevail. Those fetters simply have to be broken for truly educative programs to emerge and flourish—pedagogically sound, creative, democratic, humane and effective.

"More money for schools to keep on doing what most of them now do will not solve the problem. . . . The pressing need is to restructure children's educational experiences fundamentally, and this calls for carrying through major tasks of educational renewal over a long period of time Parents and community leaders must be brought fully into the process of educational reform This may be the single most important thing our political and educational leaders can now do to strengthen our nation against the obvious perils within and whatever threats there may be from abroad." □

R. Winfield Smith is an education scholar and longtime school board member from Pennsburg, Pa.



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the Journal adviser what would you do if . . .

. . . someone suggested a board member become a "grants watchdog"?

Your board governs a middle-sized school system, and for some time you've been looking for ways to sharpen board procedures, cut down on mountains of paperwork, and curtail some of the endless meetings that board work demands. You know there must be a more effective way to get things done. So for starters you hold some candid work sessions with the administration, then you hire a management consulting firm to assist you with changing some procedures.

When the consultants present their report, you are impressed with their sensible, practical suggestions. But there's one suggestion that seems to mean more, not less, work for the board: "Board members should keep closer tabs on what taxpayer money is being used for—especially funds for grants."

The school system applies for and spends thousands of dollars annually in federal and state grant money, the consultants say, but often the board has little idea how the money is spent. The consultants recommend—for the board's protection—that one board member be appointed as a special "grants watchdog." This board member will be responsible for reading all grant proposals and monitoring grants budgets on behalf of the board. And when recommendations are made, he will add his opinion to that of the superintendent.

"Bravo!" says the Taxpayers' Alliance. "I'll volunteer!" says new Board Member Norm Steele, who campaigned for his seat by calling for "fiscal responsibility." "Nuts!" says the superintendent, who has faith in the way his grants department administrators operate and who sees the proposal as an unnecessary foray by the board into school administration. The other board members don't know quite *what* to think, but they pass a motion to table the issue for further study.

Question: If you were a member of this board and the issue came up for a vote, what would you do?

A. Agree with the proposal, and appoint Norm Steele to be the board's grants monitor. After all, what are citizen boards for, if not to protect the public interest?

B. Reject the consultant's suggestion and make no changes. The superintendent and the administrator who currently is grants coordinator are in charge; the system gets its share of grant money, and there are no complaints from sponsors. "If it ain't broke, don't fix it."

C. Decide that the whole board—not just one member—needs to be better informed about grants. Insist that copies of all proposals and itemized budgets be included in the board's meeting packets for full discussion at meetings.

D. Ask that the superintendent prepare a periodic overview of proposals submitted, money received, and money spent. Being well informed is one thing; spending hours backtracking work that has been delegated to the administration is another.

FOR THE ANSWER, TURN THE PAGE UPSIDE DOWN.

ADVICE FOR THE ASKING

If you are plagued with a prickly problem of school board membership or administration, throw it in the lap of the JOURNAL's cadre of consultants known collectively as *The Journal Adviser*. We'll change the names of persons and places. Then, we'll share the problem and its suggested solution with our readers. Write: *The Journal Adviser*, *The American School Board JOURNAL*, 1055 Thomas Jefferson St. N.W., Washington, D.C. 20007.

THE ANSWER: D. You have a good grants administrator; you don't need another one. The board does have an obligation to see that public money is well spent; but appointing a single board member to double-check the administrator's work will not make the entire board better informed. If you think you need better briefings, ask your superintendent for short, to-the-point summaries before the board takes any action on grants. Moreover, providing Norm Steele (A) with a custom-made political platform for his next campaign will not bring harmony to the board, or brevity to its meetings. As for B, and fixin' something that ain't broke, you might think again; if the Taxpayers' Alliance and your consultant think the board has been too cavalier about grants in the past, perhaps they have a point. A more detailed description of grant money received and how it is spent might quiet some dissident voices—and be in the board's best interest. On the other hand, C, which would supply board members with meeting packets for full discussion, simply is impractical for a school system the size of yours. You were trying to get home before midnight, remember?

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OCTOBER 1979

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Tell your school story on radio —the public will tune you in and turn on to your programs

By James Caudill

IF YOUR school system is looking for a way to get an important message to the community, put your money where the ears are: radio. As a way to communicate with your public, radio is easy to use and relatively inexpensive; most likely, the technical expertise you need to get your message heard already exists in your school system.

Even the newspaper and television industries admit that more people get news from radio than from television and newspapers combined. (The Newspaper Advertising Bureau says that, in the morning, 39 percent of the public gets its news from radio, versus 14 percent from television and 31 percent from newspapers.) In fact, there are 70 percent more radios than people in the United States today. The Radio Advertising Bureau reports that 98.6 percent of all U.S. homes have at least one working radio (the average home has five), nearly every car has a radio, and 80 percent of all Americans tune in while driving to and from work.

If you're convinced that radio is worth your consideration, begin your investigation of its school uses by determining how many radio stations—large and small—serve your school system. Identify the format they use—whether they are rock and roll stations, top 40, all news and talk, or classical. Then make a list of stations, addresses, and phone numbers—you'll need these later.

There are people at the station you need to get acquainted with—some more than others. Basically, the person who runs the show is the station manager. Next in line often is the operations

director and/or program manager. In larger stations, there may be a public service director. Find out who these people are.

Next, make an appointment with the station manager. The reason for your meeting: Tell him you're interested in improving your relationship with the station—and with the community—and that you want to take advantage of public service announcements and community-oriented programs the station features. Ask the station manager to give you a list of the station's various talk shows, newscasts, special programs, and public service requirements.

Once you know what a station offers, you can determine what's best for your use. Can you plan appearances for the superintendent, board members, or teachers on talk shows? Feed school stories to reporters or newscasters? Produce public service announcements that describe school programs involving the community?

Here are a few ways some school systems have benefited from radio use:

- In Benton Harbor, Mich., pre-school teachers decided to produce a radio program that would help pre-schoolers' parents prepare children at home for school. The idea originated with the operations director of a local station. With his help, the teachers developed "The Little People Show," which was a series of one-minute broadcasts. In the broadcasts teachers told parents what would be expected of their children in school, how to prepare them for it, what should be accomplished, and what to watch for. Teachers and paraprofessionals came up with their own ideas, then recorded the scripts at the station. The teachers donated their services, and air time was donated by the station as a public service. Total cost: \$0. Benefit to staff and commu-

nity: clearly immeasurable.

- Another approach used in Benton Harbor is "The Homeroom Show." It's an independently produced five-minute "on the scene" program. Topics center on unusual but effective ways of teaching children. A local newscaster and the school system's public relations director visit classrooms and attend inservice training sessions, field trips, parades, school assemblies—always with the "Homeroom" microphone in hand. They interview teachers and kids on the scene. The result: School people talk about their activities, and the listener gets the impression of being involved in the schools. Another bonus is that the program becomes the basis for comments used on news programs, extended special interviews, and weekly radio programs that focus on an individual employee or on schools.

"Homeroom" air time was donated by the station; school staff time (after initial start up) usually adds up to no more than an hour per week. The program was broadcast four times each weekend on two competing radio stations, a move that assured total area coverage.

- **Talk shows.** There are two basic kinds of radio talk shows: the free-for-all, where the host baits listeners into calling in and making fools of themselves, and the guest format show, which is an interview followed by call-in questions. The latter is perfect for school use. Schools—in all of their facets—concern people because schools look after their children and soak up their tax money. Which means—with a little planning—you probably could provide talk show guests for the programs nearly every day of the week. Here are suggestions for times to call a station and plan an appearance: before a new program is introduced in the school; at budget time

James Caudill, formerly public relations director for the Benton Harbor (Michigan) school system, is a consultant with an international public relations firm.

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When you evaluate the insurance package your school system offers to employees, you might want to consider adding dental insurance. The number of workers covered under dental insurance plans has nearly doubled in the past two years, says a spokesman for the American Dental Association (A.D.A.).

More school systems also are making dental insurance available to employees, according to the *National Survey of Fringe Benefits in Public Schools*, recently published by the Educational Research Service:

- For superintendents, 37.1 percent of school systems surveyed in 1977-78 offered a dental insurance plan for which the school system paid at least part of the premium, compared with 22.7 percent in 1975-76.

- For other administrators, 35 percent of school systems surveyed in 1977-78 offered a dental insurance plan for which the school system paid at least part of the premium, compared with 24.5 percent in 1975-76.

- For teachers, 35.4 percent of school systems surveyed in 1977-78 offered a dental insurance plan for which the school system paid at least part of the premium, compared with 25 percent in 1975-76.

The monthly premium per school employee for dental insurance ranges between \$9 and \$30, depending on the underwriter, contribution of the school system, services covered, and the policy's deductible requirements.

Several types of organizations offer dental insurance coverage. Before you settle on the insurance carrier for your schools, check with each type of underwriter to see what dental insurance packages and prices are available. Here are the three major types of underwriters:

1. Commercial insurance companies

For valuable technical assistance in the preparation of this article, the JOURNAL is grateful to: Molly Nadler, A.D.A. Council on Dental Care Programs; Nancy Protheroe and Anne Gavin, Educational Research Service, Washington, D.C. For more information, please check Insurance on the reply card facing page 8.

provide approximately 58 percent of all dental insurance programs. Check first with the company that carries your health, life, or other types of insurance to see if a benefit package including dental insurance can be made available. Then call local representatives of the largest companies offering dental insurance to see what kind of deal they can offer. The following are recommended by the A.D.A.: Aetna, Metropolitan, Equitable, Prudential, John Hancock, and Connecticut General.

2. *Dental service corporations*—called delta plans—are nonprofit organizations sponsored by state dental associations to market and administer dental insurance plans. Dental service corporations in 47 states handle approximately 25 percent of all dental insurance plans. For the address of your state dental association's delta plan, write: Delta Dental Plans Association, 211 E. Chicago Ave., Chicago, Ill. 60611.

3. *Blue Cross/Blue Shield plans* offer dental insurance either independently or in conjunction with a delta plan. These handle approximately 10 percent of all dental insurance plans. If your school system already offers Blue Cross/Blue Shield health insurance, your representative probably can arrange for dental insurance coverage as well. If not, the address of your local Blue Cross/Blue Shield office is in the *Yellow Pages*.

Other organizations handle approximately 7 percent of all dental insurance plans: Some *health maintenance organizations*—called H.M.O.s—provide dental coverage as well as medical coverage and serve as insurer and provider of both services—sometimes for a single premium. *Closed panels* are groups of dentists who provide dental services in exchange for a premium paid by the employer. *Self-insured trusts* are programs in which the employer acts as the insurer and sustains the financial risk of a dental plan, contracting for dental services with an H.M.O., a closed panel, or individual dentists.

In most dental insurance plans, the employee is required to pay for part of the cost of dental treatment. The employee contribution can be satisfied with (1) a yearly deductible, (2) a provision in which the employer pays part of the costs of services and the employee pays the remainder, or (3) a combina-

tion of the two.

In the Pittsburgh school system, for example, dental insurance coverage was negotiated by the teacher union last year as part of its new contract, and coverage subsequently was extended to administrative and noncertified personnel as well. The employee must pay a \$25 yearly deductible, after which the dental insurance underwriter, Prudential in this case, pays 80 percent of the costs of some services (such as fillings and teeth cleaning) and 50 percent of the costs of other services (such as dentures and bridgework). Two yearly checkups also are included free of charge in the plan. The school system pays the full premium for the plan, according to Donald Caudriet, Pittsburgh's chief administrator for finance.

Another factor to consider is the reimbursement arrangement the underwriter establishes with dentists. The most common method is for the insurer to pay the "usual, customary, and reasonable" fees charged by area dentists and for employees to pay any amount in excess. Under this arrangement, insurers review the fees to confirm that they are within the accepted range. Another method is the table of allowances, which lists dollar limits set by an insurer for each service covered under a dental insurance plan. The predetermined table of allowances eliminates surprises and encourages employees to shop for competitively priced dental services. A third method is the bill-payer plan. In this plan, employees themselves pay for dental services and are reimbursed by the school system for all, or a specified portion, of their dental expenses.

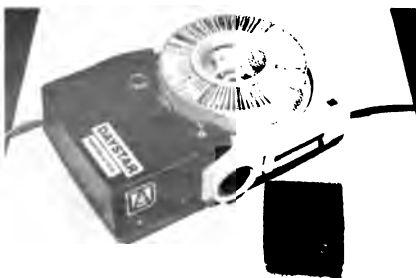
The A.D.A. has assembled a packet of information for employers interested in offering dental insurance coverage to their employees. The packet contains sample claim forms, brochures describing dental prepayment plans, explanations of dental procedures and nomenclature, a glossary of dental prepayment terms, and lists of commercial companies, delta plans, and Blue Cross/Blue Shield organizations that provide dental insurance coverage. To receive the free packet, write: *Dental Prepayment Kit*, Robert E. Caffrey, Assistant Secretary, Council on Dental Care Programs, A.D.A., 211 E. Chicago Ave., Chicago 60611; or call 312/440-2759. □

new for boards to buy . . .

Insurance. This insurance company specializes in unemployment compensation insurance for school systems. The company's "stop loss" coverage is said to protect school systems from paying costly unemployment benefits. From Brokers Risk Placement Service, Inc., Chicago. For details, circle 50 on reply card.



Automated instruction system. The SR 100 is an automatic learning system offering step-by-step instruction in vocational skills such as chain saw operation, marine engine maintenance, and gas welding. The system includes the SR 100 console, programs, materials, and necessary tools. From Ken Cook Education Systems, Butler, Wis. For details, circle 51 on reply card.



Random access control. When attached to a slide projector, this device provides straight random access to any slide in the sequence. It also allows automatic sequencing of slides at preset intervals. From Daystar Audio Visual, Inc., Englewood, Colo. For details, circle 52 on reply card.



Two-way mobile radio. The Fleetcom II 880 FM two-way mobile radio is said to make communications between school vehicles interference free, especially if the user qualifies for an exclusive radio channel. Loading restrictions assure that such a channel, even if it is shared by other users, never will be overcrowded. The completely transistorized radio provides ten watts of talk power, requires no warm-up time, and has no tubes. From E.F. Johnson Co., Waseca, Minn. For details, circle 53 on reply card.



Cassette copier. Copyette 1 and 1, a high-speed cassette copier, duplicates standard one-hour cassettes in less than two minutes and then automatically rewinds the tape. The unit can be used for copying teaching, training, and lecture tapes—even audio visual programs with slide synchronizing cue tones. From Telex Communications, Inc., Minneapolis. For details, circle 54 on reply card.

Dust collector. The 4800 Arrestall self-contained dust collector comes in four models to suit varying spatial considerations and utility needs. Dust-laden air is drawn into the unit, circulated through a cloth cartridge, and the collected dust is dislodged by an automatic shaker. The unit features a built-in silencer; an enclosed fan, sheaves, belt, and motor; and a fan compartment bolted to the unit for easy maintenance. From American Air Filter, Louisville. For details, circle 55 on reply card.

Electronic teaching aid. The Quiz-a-matic, an electronic response system, simulates a television game show atmosphere for classroom question and answer drills. The system provides each of ten students a separate "response station"; when a question is asked, the first student to press the button on his station causes a light and bell on the master console to register. He then is called on to give the answer. Ties are impossible because the electronic circuit locks onto the first respondent until it is switched off for the next question. From University Research Co., Goleta, Calif. For details, circle 56 on reply card.



Disposable wipers. Made of bonded cellulose material, Wypall disposable towels are said to be cheaper to use and more absorbent than conventional cloth wipers. The towels are 13-by-15 inches and come packaged in cases of 900 wipers. From Scott Paper Co., Philadelphia. For details, circle 54 on reply card.

Playground equipment catalogue. The components, safety features, and special accessories of 35 play structures are described in this equipment catalogue. Also included are detailed site plans for placement of play areas. From BigToys, Tacoma, Wash. For details, circle 58 on reply card.

Communications brochure. The computerized school communications System 1200 encompasses five functions: loudspeaker, intercom, emergency signals, background music, and a telephone network. The system is described in this eight-page brochure. From Dukane Corp., St. Charles, Ill. For details, circle 59 on reply card.



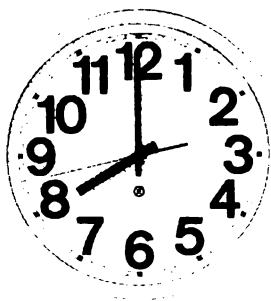
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journal after the fact



Paperwork: as sure as death and sunset

Someday you will die. The sun rises in the east and sets in the west. The burden that federal paperwork places on schools never will be reduced.

These are among life's givens. You can regret them or rejoice in them, but you're not going to change them. Here's why paperwork is on that list:

Some paperwork is necessary. As long as the federal government funds education programs and promulgates regulations affecting schools, it will need information on how those funds are being spent and how those regulations are being followed. This information will come from forms that you fill out—forms like Freddie (see story on page 23). Not all forms, however, are tied directly to funding or regulations. Why can't the "other" forms simply be eliminated? Read on.

Paperwork is an industry that employs thousands. Legislative aides, bureaucrats, secretaries, clerks, researchers, contractors, suppliers, consultants make their livings from paperwork and form a powerful constituency to support the continuance of paperwork. No one in government profits from a reduction of paperwork, so how can it possibly be reduced? Outsiders who raise a stink about paperwork (and they have to create their own flurry of paper to complain, which means bureaucrats will be hired and more paperwork created to handle those complaints) basically are asking people to put themselves out of work. Are you surprised that no one is willing to take drastic steps to reduce paperwork?

Uncle Sam easily can afford lots of paperwork. If the federal government were relatively lean, one presumes it

could afford to perform only essential functions, such as provide for the common defense, regulate commerce, coin money, and all those other things mentioned in the Constitution. If the federal government were relatively spare, it simply wouldn't have the money to pay an army of bureaucrats and all of those suppliers, contractors, and consultants who are the army's camp followers. But the federal government is neither lean nor spare. It's *rich*—and so are many of the people in and around this one-industry town: The Washington, D.C., area per-household income has increased 83 percent in the last eight years and now is more than 32 percent above the national average; people in bureaucrat-land spend more per capita on bars and res-

taurants (which are the biggest retail businesses in Washington) than anyone else in the country. The federal government hemorrhages money—and the paperwork industry does the best it can to soak it up.

Paperwork is a Gordian knot. Too complicated to be unraveled for purposes of examination or of streamlining, the only way to break the knot is by means of a sword: arbitrarily forbidding any paperwork that's not directly needed to distribute funds or to enforce regulations. This kind of solution, paperwork experts will tell you, simply is unreasonable and grandiose. They're right, of course. A Gordian knot hasn't been cut since Alexander the Great wielded a sword.

A comeback for capitalism

News continues to trickle out of Washington that Congress seriously is considering reestablishing the draft. A decade ago this might have turned high school and college campuses upside down. Now, however, such a prospect does not seem to upset students, who face this decade's more immediate danger: unemployment. And where are last decade's champions of the end-the-draft movement? Where are those proud young men and women who vowed they weren't marching anymore? Well, it seems they are lawyers and salesmen and teachers and magazine editors who now are "into" their generation's latest craze: real estate.

With the price of houses in many

places increasing in paper value by at least \$100 per day, the idealism of the antiwar generation seems to have turned into a mania for the fast buck. In many urban areas, well-educated, erstwhile protesters of the 1960s now purchase houses, don their blue jeans and Woodstock T-shirts, remodel houses, and sell them for incredible markups.

Nowhere is this move towards capitalism more evident than in the transformation of one of the '60s cult heroes—former Beatle Paul McCartney. Although the wealthiest member of the former Fab Four continues to sell records at a mind-boggling rate (he just signed a record deal that could earn him as much as \$10 million), this is small



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change compared to his investments made outside the studio.

"I have to invest my money or I lose it" to the taxman, McCartney lamented in a recent *Washington Post* story. "I like songs, so I buy them." So far McCartney has managed to snap up rights to such old standards as "Stormy Weather," "Sentimental Journey," "Autumn Leaves," "East Street," "Sweetheart of Sigma Chi," and "One More For My Baby and One More For The Road." If that isn't enough to make E.F. Hutton green with envy, the former Mop Top also owns or controls the music rights to such shows as "A

Chorus Line," "Annie," "Shenandoah," and "Grease." All in all, McCartney's publishing company is estimated to be worth between \$80 and \$120 million. Not bad for somebody just wanting to hold your hand.

McCartney is not the only figure of the '60s who has done well in the Me-Decade of the 1970s. Jane Fonda, once known as "Hanoi Jane" to Middle America, now is an Oscar-winning actress as well as major box office attraction. Her husband, Tom Hayden, once a vocal critic of the establishment, now is an adviser to California Governor Jerry Brown and often finds the

time to attend Hollywood premieres. Former antiwar activist Sam Brown now is a high-ranking bureaucrat with the federal government. When Joan Baez last was in Washington to protest the plight of the Boat People, she made her rounds in a chauffeured limousine. Even Eldridge Cleaver has returned home a born-again Christian advocating a strong military budget and trying to cash in as a businessman.

A decade after major social upheavals, the system is alive and working well for a lot of people, including former critics. To which Paul McCartney might add, "Yeah, yeah, yeah."

Byrne bids board bye-bye

Not since Mrs. O'Leary's cow kicked over the lantern has a Chicago school board felt such heat. Only this time the fire seems to have started in the office of newly elected Mayor Jane Byrne. At the end of August her honor requested the resignations of nine Chicago school board members. She said she hadn't

thought the request would be necessary, because "as a matter of protocol" all board members should have put their resignations on file when the new city administration took office. (In Chicago, school board members are political appointees; currently two vacancies exist on the 11-member board.)

Then as now, however, protocol was not uppermost in Chicago board members' minds. Mrs. W. Lydon Wild, a board member since 1964, said in April: "If she [Mayor Byrne] wants my resignation, she can whistle." (When asked to clarify that statement, a Chicago board spokesman explained that Wild meant: "The mayor can go fly a kite.") In April, Wild's colleagues (ten of them at that point) also chose not to offer their resignations.

Byrne, who learned her politics at the knee of Richard J. Daley, Chicago's late political paladin, wants to set up her own board—one more in keeping with her style as well as with various constituencies that helped elect her. The current board, as the mayor sees it, doesn't have the vigor and vitality necessary to run a school system of almost half a million kids: One of her arguments is that none of the Chicago board members has children in school; most of them are grandmothers and grandfathers in their 50s and 60s—and the youngest member, a 35 year old, is unmarried. Furthermore, the mayor doesn't like the way current board members are doing their jobs. John O'Brien, assistant public information officer for the city's schools, says: "The mayor has been quoted as saying she wants to eliminate some of the 'nutsy-squirrely' board business that seems to take up so much of its time." For example, Byrne wants the dollar level raised on school expenditures that require board approval. Currently, the board must approve any expenditure of more than \$2,500. The mayor hasn't given an indication of how high she would like the



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limit to be raised.

The mayor also has said that the current Chicago board is "too visible and too involved with day-to-day school operations." According to some Chicagoans, a few of the board members have a habit of walking unannounced into the schools and noticing things like dirty floors or teacher actions that the board members haven't liked. Then board members spend hours reporting on those findings at board meeting, according to board detractors. And to be even more certain that this is not the kind of business that the board spends its time on, Mayor Byrne also has said that she wants the authority to appoint the school board president. In the past, board members have elected their own president. Byrne also wants to restrict the types of employees for which board members must give hiring approval. Byrne says board members should approve the hiring of only top central office and district office administrators. Currently, the Chicago board approves the hiring of all employees.

Other changes Byrne wants: A limit on the number of terms a board member can serve and a change in the length of board members' terms of office. At present, Windy City board members serve five-year terms and can be reappointed an unlimited number of times. Byrne's position is that nine years as a school board member are enough. She would reduce terms from five years to three, and would limit appointments to a maximum of three terms.

To help her in her quest for a new kind of board, "which is more representative of groups within the city," Mayor Byrne has instructed Chicago United, a citizen group she says represents every segment of the city's population, to look for the following qualifications in candidates for the school board: "(1) experience in policy formation; (2) knowledge of 'information systems' /board spokesmen *still* aren't sure whether Byrne is referring to computers, curriculum, or communication; (3) budget-making and auditing experience; (4) a sensitivity to needs of persons served by the schools."

After receiving the mayor's request for her resignation and hearing about the changes that Byrne hopes to make, Louise Malis, a 15-year board member whose term expires in 1980, said in a *Chicago Tribune* interview: "My suggestion is that the mayor set up a meeting with board members, as she should

have done when she first came to office, so we can discuss our concerns and iron out our differences." At press time, no such meeting had been held.

So far, Chicago Superintendent Joseph P. Hannon has steered clear of the mayor-board battle: "My role as superintendent is to implement the policies of the board of education for the benefit of a half a million children in Chicago. We have the budget to contend with, H.E.W. negotiations, and teacher

union labor contracts upcoming. These are my priorities and, believe me, they are a full-time job."

At the end of August, none of Chicago's board members indicated an intention to comply with the mayor's request for resignations. In fact the entire board made it clear that under no circumstances would any of its members resign. What no one knew at press time: Whether Byrne's move is more smoke than firing.

There's a form in your future

Perhaps the most controversial forms the federal government sends to school officials are the O.C.R. 101 and O.C.R. 102. The purpose of these civil rights surveys is to identify those school districts most likely to be out of compliance with federal antidiscrimination laws on handicap, sex, and race. Howard Bennet, one of the people in the Office for Civil Rights (O.C.R.) respon-

sible for seeing the survey process runs smoothly, says the procedures involved in polishing the survey questions are not that much different from those Freddie the Form had to go through (see our story on paperwork beginning on page 26).

One major difference: The O.C.R. 101 survey is a universal survey. It goes out to every school system in the country,

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journal after the fact

while Freddie is an evaluation survey—a mere sample of 3,500 random school systems (the O.C.R. 102 form also is a re-

search sample).

The two civil rights surveys undergo an internal review within O.C.R. in much the same manner Freddie does in the National Center for Education Statistics. The O.C.R. surveys, however, also are sent to the ten H.E.W. regional offices for comment; each officer in the regional headquarters is asked for a formal response to the survey design. CEIS, the Committee on Evaluation and Information Systems of the Council of Chief State School Officers, also com-

ments on the civil rights forms, and the Federal Education Data Acquisition Council gives a final look-see (see related story on page 26). In all, says Bennet, more than 100 people look at the civil rights surveys; 15 to 20 drafts of the form circulate before the final form is approved.

In designing the surveys, Bennet says, "we have a balancing act to do." Three groups pull in different directions: Advocacy groups want more information to be collected on civil rights; bureaucrats and researchers need specific information from the surveys to comply with congressional intent, and professional organizations push to eliminate as many questions as possible to ease the data collection burden on school systems. It's not easy to reach a compromise, says Bennet.

Collection of civil rights data is similar to the federal income tax reporting system: Everyone is supposed to pay his taxes and answer the questions on the forms honestly. Based on the information in the tax return, the Internal Revenue Service audits certain taxpayers. In the same way, federal O.C.R. officials will investigate a school system if certain answers show up on the school system's forms (answers to questions on student suspension rates by race, expenditures for girls' and boys' athletics, and racial breakdowns of special education classes, for example). Specific figures and answers that raise a red flag to an investigator examining a school system's civil rights survey are not proof that the system is out of compliance, Bennet points out. If a reviewer suspects something is awry, an investigator is sent to the schools for a closer look. In 85 to 95 percent of those schools flagged for possible discrimination, Bennet says, discrimination does exist.

Much in the same way that Freddie the Form created piles of paperwork wherever he went, the civil rights surveys and other universal surveys leave mountains of the stuff. O.C.R. cannot possibly handle the data processing, nor can it answer questions about the form—a contractor handles these chores. Putting aside arguments over the *need* for the civil rights surveys, it is clear that the *size* of the surveying, collecting, and analyzing job is herculean—and awesomely expensive.

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See Freddie's
Biography—
page 23

(For details, circle 21 on reply card.)

Board wants parents to pay for vandalism

The best way to cut back on school vandalism, one Canadian school board says, is to make parents responsible for their children's actions. But can school boards force parents to dip into their own pockets to pay for damage their children cause?

The board of education in Canada's Peel (Ontario) region says the answer should be a resounding Yes. "The board is firmly committed to the proposition that this is the way responsibility for this type of damage should be handled," says Bill Kent, chairman of the Peel school board. But until recently, the "make parents pay" idea has been only a theory. Now, the board thinks it has hit upon the perfect test case.

In May, fire destroyed the main floor of Gordon Graydon Secondary School in Peel. Police found evidence of forcible entry; three students later were charged with deliberately setting the fire, which caused an estimated \$80,000 in damages. The Peel school board now wants to recover \$10,000 (the deductible under the board's insurance policy) from parents of the three alleged vandals. Kent says the board would seek compensation either through suing parents for damages, or through the parents' own insurance coverage.

"We are looking at the concept of making parents liable for vandalism their children perpetrate," says Kent, "because we feel ultimately this will serve as a deterrent. But proper legal action is necessary. We're not sure if we can make a legal case for it, but our attorneys are investigating the possibilities now."

The board chose this incident to test its theory, Kent says, because of the amount and extent of damages the fire caused. Lawyers are studying the possibility of holding parents financially liable and will outline in a special report procedures the board may use to reclaim losses.

Already the board has moved to take advantage of any court ruling that eventually might come down in its favor. The board has stated publicly that if the three students are found guilty, it will demand restitution; the board also has decided to make a formal request for recovery of the

money *before* a judgment is rendered, hoping the request might become part of the judge's sentence.

"To my knowledge," Kent says, "no other school board has done this, although there has been a lot of talk about it around the province. I imagine many boards will be watching to see what happens in Peel. Our main aim, of course, still is prevention. Even if we succeed this time, we're not anxious to be in court all the time."

Should the principle of parental liability be established legally, Kent says the board probably would not fix a minimum amount of damage required before taking parents to court. "But we hope we wouldn't *ever* have to do it again," Kent says. "Over the years, we hope the public will come to expect that they will be held responsible for their minor children."

For the record, Kent says he thinks the board's chances of winning a court

judgment in its favor are good. "Of course, the chances of getting the money from the parents is another question," he says. "It may be that once the court battle is won, a second battle will begin with insurance companies—obviously, many parents will be unable to pay."

Public reaction to the idea, Kent says, has been "all favorable so far. But the majority of people simply wants the vandalism to stop."

That's understandable. Vandalism costs have risen dramatically this year in the Peel school system (which has 150 schools and an enrollment of approximately 82,000): From January through May of this year, \$158,000 in damage to the Peel schools has been attributed to acts of vandalism; for the same period in 1978, the figure was less than \$76,000. Although some of that increase is a result of rising prices for repairs, Kent says the number of vandalism incidents also has increased.



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A recent state-wide study in Pennsylvania revealed that the annual absentee rate for public school teachers is nearly double the rate for white-collar workers in general. This already costs the state's 505 school districts \$88 million in salaries for no-show teachers and their substitutes — and the problem is growing worse.

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THE AMERICAN SCHOOL BOARD JOURNAL

Little Freddie is a federal form; watch him grow fat and squash schools

By Dan Levin

SOMETIME last fall you might have received LIBGIS IV. Not a foreign car or a member of the nobility, LIBGIS IV was a three-page Library General Information Survey that went to more than 3,500 public school libraries with the idea of finding out, among other things, who works in those libraries and how the libraries are stocked and used.

We know what happened. You picked up LIBGIS IV, flipped through it, noticed the questions asking you to measure the length of shelving, count the number of seats, and calculate the "reference transactions per typical week," and then you muttered: How in the hell do they think up these forms and what good are they?

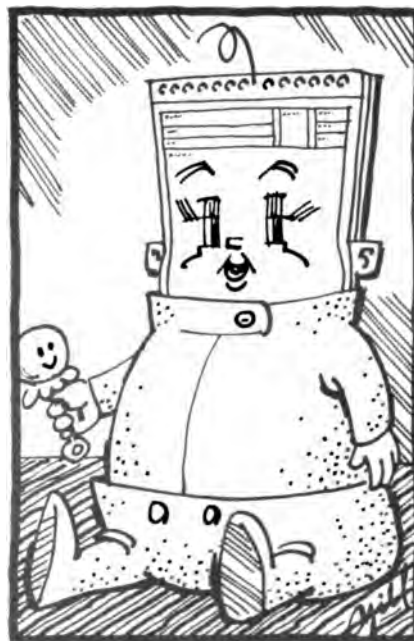
The latter part of that question is all but unanswerable (see story on page 19), but we're going to take a shot at answering the first part—how and why the forms are devised. Keep in mind, while reading the following life story of a form, that we're not picking on LIBGIS IV; it's no better or worse, more necessary or frivolous, than any federal form for education. But the array of forms that the federal government will be sending you and your colleagues this year simply is too vast and complicated to analyze or understand in total. So, by way of a specific example to illustrate

some general points about federal paperwork, we offer the following biography of LIBGIS IV:

Freddie is born

The stork didn't bring him and no one would call him a little bundle from heaven. His arrival wasn't heralded in the press, nor was the event celebrated by proud parents. In fact, his birth was part of such an incredible boom that it probably was redundant, if not downright burdensome.

Let's call him Freddie. Freddie the Form.



Freddie was no accident; his conception was rationally, if a bit naively, planned. As far back as 1965, a Great Society courtship blossomed in the education committees of the U.S. Senate and House of Representatives during discussion of the Elementary and Secondary Education Act (E.S.E.A.). Lyndon Johnson was President and supporters of federal aid to education were all hearts and flowers.

Title II, later to become Title IV Part B, provided for a grant program that would enable states to help local school systems buy library books and equipment. Each state received money from the federal government according to a formula based on population, and everybody was happy because school libraries grew. Eventually, things went beyond the hand-holding stage when Congress was discussing the reauthorization of E.S.E.A. One thing led to another and Freddie was begat because Congress wanted to know if the money for libraries was reaching those who most needed it.

Freddie meets his relatives

Only part of Freddie's birth certificate can be found in E.S.E.A.; the remaining information is scattered around the government in various file cabinets. Some people point to the charter legislation for the National Center for Education Statistics (N.C.E.S.) as part of Freddie's heritage. Others say Freddie really was born in the job description of the

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chief of the Libraries and Learning Resources Branch of N.C.E.S., which reads, in part: "... /The incumbent/ plans and develops a program of surveys and studies for the Center including (a) libraries including public libraries, libraries in educational institutions at all levels, and industrial or other specialized libraries. . . ."

Which means that Freddie is Frank Schick's baby. As the Libraries and Learning Resources chief, Schick, of course, is a staunch advocate for libraries. He's not a reluctant father, but he claims: "Where it (Freddie) started is almost impossible to say."

Others, like Nicholas Osso, the project officer who worked most directly with Freddie during his infancy, and Milbrey Jones, who is the administrator of the Title IV B program in the Office of Education and who uses some of the data Freddie returns, say that the original LIBGIS 1 survey—Freddie's forefather, conducted in 1973-74—was Freddie's real beginning.

In 1977, when Congress was deciding how much money to dole out for Title IV B in fiscal 1978, it asked then-Commissioner of Education Ernest Boyer to drop by. Was all that money Congress had been giving to the states for school libraries going to the right place? Was it doing any good? No one could say for sure; Freddie's forebear LIBGIS 1 couldn't satisfy the lawmakers. Here's what happened: Congress directed then-Secretary of Health, Education and Welfare Joseph Califano—Freddie's godfather—"to conduct an assessment of need, particularly in rural and inner city areas, prior to submission of the 1979 budget."

Of course Freddie was just a twinkle in the eyes of Schick, Osso, and Jones when the 1977 Congress wanted to know if Title IV B funds were reaching their proper targets, so Jones used the newly published Fall 1974 report on LIBGIS 1 and whipped up some "quick and dirty" information to help Commissioner Boyer tell Congress how Title IV B was working. When Freddie's final report was published, it would "form a valuable comparison (with the 1974 report) of school libraries," Congress was told.

Thus, Freddie had a mission in life: to "provide current information about the holdings, physical facilities, and use of individual public school library media centers . . . /and/ provide a total picture of school, academic, and public libraries on a nationwide basis." At least that's what's written right across Freddie's forehead. Frank Schick describes Freddie's mission more succinctly: "If you play around with \$180 million, I think you should know what's being done with it." And, in starker terms from Nicholas Osso: "When the kettle holds 20 bowls of soup and you have 200 coming to the kettle, who does Congress tell to wait till next year?"

All of which sounds pretty convincing if the sole purpose of LIBGIS IV were to gather data so Congress could see how many public school kids had access to what kinds of public school libraries.

But it's not.

Freddie's benefactors had a lot more in mind when they sent him out into the cruel, harsh world where he would meet no one but harried school officials who saw him as just another faceless addition to their ever-increasing paperwork problem. No, Freddie had other purposes in life, but there's no way school officials ever could know them. If school officials knew *all* of Freddie's mission, they might get upset. And then they might not fill Freddie out. And then Congress would have no way of knowing what happens to Title IV B's \$180 million.

But before you find out some of the other reasons for Freddie's existence, you ought to know how much of the information Freddie yields is essential to the administration of Title IV B. In other words, how much of the stuff you filled out in Freddie was necessary to getting federal funds to school libraries?

Milbrey Jones, the program's administrator, gives this answer: "About half."

Freddie comes of age

Let's digress. So far we know (A) that a magnanimous 89th Congress lovingly bestowed riches on the nation's schools and adopted a grant program for school libraries, (B) that a concerned 94th Congress wanted to "facilitate the enhancement of the effectiveness and coordination" of the federal education programs, (C) that a skeptical and budget-minded 95th Congress wanted to know if the neediest children were indeed the recipients of the government's largesse, (D) that the National Center for Educa-

tion Statistics was instructed to review the "condition of education," and (E) that a bureaucratic position was created in N.C.E.S., in part for the purpose of taking surveys.

Freddie, of course, is one of those surveys. Not all government paperwork follows this pattern, but a good deal of it does (see related story on page 26). Let's take a look at the green-gray government warren that Freddie passed through before he found his way onto your cluttered desk, and let's also peek at his toilet training, so to speak, that involved the mounds of paper Freddie left in various offices like so many dirty diapers.

Freddie, it must be remembered, had ancestors. And because Freddie came from a familiar mold, Project Director Nicholas Osso had a pretty good idea of what Freddie would look like full grown: not quite a clone of LIBGIS 1, but pretty close. Osso pulled in experts—people from the American Library Association, other trade associations, academicians, and Office of Education program people like Milbrey Jones—to look Freddie over as a team of medical experts examine a newborn infant. Freddie also withstood what Osso calls a "peer review" process among people on the N.C.E.S. staff. These people nitpicked and checked for redundancy—in effect, cleaning up Freddie's mess. The process took about a month. Meanwhile, Osso wrote Freddie's "work statement." This document, a prerequisite for every government survey, described the duties of the contractor who would guide Freddie safely to your desk.

Osso submitted the work statement to the H.E.W. contracts office, and in a few weeks' time, a clearance officer gave the project the green light. The contractor was to select the recipients of the survey, produce mailing labels, establish procedures for conducting the survey in each state, process the data, and submit monthly progress reports—among other things.

At the same time people were helping Osso mold Freddie, a notice in the *Federal Register* trumpeted plans for the survey and gave people 30 days to send in comments or suggestions about Freddie. Meanwhile, Freddie was examined by the people at CEIS—the Committee on Evaluation and Information Systems of the Council of Chief State School Officers. CEIS is a watchdog of sorts that eyeballs all the surveys that school officials receive; it functions in an informal,

advisory capacity to ensure the relevance of school forms. The review process took about two months, Osso says, from the time everyone who wanted to reshape Freddie made his recommendations to the time Freddie's work statement was cleared.

Next, Freddie found himself before the Education Data Acquisition Council (EDAC), a now-defunct N.C.E.S. office charged with reviewing all the education data requests emanating from H.E.W. Accompanying Freddie was a "supporting statement" from Schick and Osso that justified Freddie's existence. EDAC was replaced just last winter by FEDAC (put "Federal" before EDAC), which now reviews *all* education data requests regardless of what federal agency those requests come from and regardless of a form's proposed purpose.

The work statement (20 pages) and the supporting statement (34 pages) both are extremely important documents in Freddie's life. They're just as important to him as your driver's license or Social Security card is to you, but it took a *lot* more paperwork for Freddie to get his work statement and supporting statement than it takes humans to get any of their documents.

Freddie goes out into the world

By this point in Freddie's life, dozens of people have tempered Freddie and the scenario is beginning to look like something out of a Dickens novel. Freddie had been reviewed by experts in and out of government—librarians, attorneys, statisticians, educators, editors, bureaucrats. Dressed in his Sunday best, Freddie received a final inspection from the contracts office and a request for proposal (R.F.P.) was published in the Department of Commerce's *Commerce Business Daily*. Perhaps two dozen prospective contractors had to bid within the 45-day time limit and a handful of the proposals received an evaluation by a panel of H.E.W. contract people. Obviously, the best proposal at the lowest price won the contract. Freddie commanded approximately \$85,000.

Briefly, the contractor (in Freddie's case, Westat, Inc., of Rockville, Md.) had to prepare a comprehensive system design manual (another large pile of Freddie's dirty diapers), which detailed many of the survey's technical aspects. Thousands of little Freddies and four-page instruction sheets were printed and mailed to school officials throughout the United States. More than 3,500 were mailed directly to schools; about half of

the states decided that Freddie looked useful so they printed up more Freddies and mailed them to a wider sampling of schools within their states. Four states liked Freddie so much that they printed up Freddies in still greater abundance and mailed them to *every school in the state*. Some states even added more questions to Freddie the Form. What started out as a modest 3,500-school sample burgeoned into a survey two, perhaps three times that large. The government's estimate of how long it should take all of the respondents to fill Freddie out was rendered meaningless because many more school officials than originally anticipated found Freddie on their desks.

The contractor, Westat, received thousands of Freddies in the mail several months later and began the tedious process of tabulating the answers to the various questions. When the information is published—in the form of computer printouts—it will be sent to

the Government Printing Office, where it will sit for as long as four months (because of its low priority) and wait to be printed. Although program people have received dribs and drabs of information along the way, the final Freddie report—*Statistics of Public School Libraries/Media Centers, Fall 1978*—probably will not be published until sometime next spring—if then.

Everything you've just read, this entire detailed labyrinthine story involving hundreds of pages of supporting paperwork and hundreds of hours' work by bureaucrats and others—all this has yielded one three-page form. Multiply this "form biography" by the hundreds of different forms that go to school officials and you'll get a hint of the paperwork ocean that is Washington.

Freddie's epitaph

When Freddie's data are published next year, the process will have come full circle. Some of the people who



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helped shape Freddie the Form will have a chance to use some of the information Freddie gathered.

What did Freddie find out? Who besides Milbrey Jones, who admits she needs only half of Freddie's data to administer Title IV B, needs information

about public school libraries? What objections to Freddie did the people on CEIS have and why did one CEIS official call Freddie "a good example of a nice-to-know study" and then charge that N.C.E.S. "ought to pick and choose (the surveys it does) better" because it only has a \$10 million budget? *Was Freddie really necessary?*

Judge for yourself:

•The Bureau of Indian Affairs asked that Freddie be sent to 200 schools on Indian reservations so B.I.A. could find out, for the first time, how many Indian

children had access to library books.

•The National Commission on Libraries and Information Science (N.C.L.I.S.), a permanent independent agency that coordinates all library and information science at the national level, requires certain statistics that Freddie provides. N.C.L.I.S. conducts two studies—the "National Inventory of Library Needs" and the "Effectiveness of Federal Funding for Public Libraries"—for which LIBOIS provides information. N.C.L.I.S. also conducts the White House Conference on Libraries,

Feds promise paperwork cuts, but

Complaints about how much time and money school officials spend annually filling out federal paperwork have become as redundant and burdensome as the paperwork problem itself. Recently, officials of the San Diego schools came to Washington with a meticulously detailed report on what it costs their system to fill out paperwork. The report was nearly 100 pages. Congress has conducted hearings on paperwork problems in elementary and secondary education and the 580-page hearing record is inarguable—and lengthy—testimony to the problems of superintendents, principals, teachers, and other school folks.

The feds know about your paperwork problems. They have heard you, although this doesn't mean they're even close to a solution. "Everyone's got religion," says Frank Corrigan, executive director of FEDAC, the Federal Education Data Acquisition Council. But while evidence shows efforts are being made to tackle some of the most nagging problems associated with paperwork, there's also an indication that those efforts are little more than fingers in the dike. Every time Congress passes a new program, reporting requirements go along with it. Congress mandated 68 new surveys in the last two times it reauthorized the Elementary and Secondary Education Act. Fortunately, a conference committee reduced that number.

FEDAC is a brand new agency in the National Center for Education Statistics (N.C.E.S.). Every single request for information from school systems must pass through FEDAC. This clearinghouse concept for education paperwork is not new, but the FEDAC approach might plus a few more dikes. Before FEDAC

came into existence earlier this year, EDAC (take the "Federal" off FEDAC) reviewed all education data requests from the Department of Health, Education and Welfare. The Office of Management and Budget (O.M.B.) reviewed all other education data requests, such as those coming from the departments of Agriculture, Labor, or Justice, as well as those EDAC already had reviewed. The problem, according to Jack Jennings, chief counsel to the House Education and Labor Committee, was that O.M.B. "was trying to do everything, so it didn't do anything." Congress wrested control of education paperwork from O.M.B. because lawmakers were concerned that O.M.B. was not responsive to educators' problems.

But FEDAC is not without its own problems. It is understaffed; only six professionals work full time to review data requests. It is a political football; some bureaucrats and Capitol Hill folks still think O.M.B. should review everything. It is underfunded; its money comes from N.C.E.S., which has only \$10 million to spend annually. Worst of all: Frank Corrigan's hands are tied by federal laws that require data collections. Rarely does FEDAC refuse outright to allow a survey to be conducted. Dike-plugging (in the form of checking for redundancy, editing questions for ambiguities, and pressing program administrators to consolidate where they can) is about the best Corrigan can do.

Not that Frank Corrigan's job is futile, but "tinkering with individual items," he says, "is not going to reduce the burden."

Corrigan cites the student aid form as an example of how FEDAC plugged a

dike only to be inundated by a waterfall. The form has been made more concise, almost to the point where colleges are saying there's not enough information to make scholarship decisions; it takes only two-thirds the time to fill out the student aid questionnaire. But since Congress raised the income level for scholarship eligibility, many more people are applying for aid. The response time on individual forms has gone down, says Corrigan, but the man-hour response burden has gone up. The story is similar with many federal programs and forms, says Corrigan.

Where Corrigan and the rest of the education bureaucracy need help is during the review process. It does not help Corrigan to know how long it took to fill out a form or how much money the schools spent on paperwork. It does help Corrigan to know that school officials think certain questions are irrelevant or too difficult to answer. "But they must react at a time when they still can have an impact," says Corrigan. "It is not a hollow exercise to comment on a proposal in the *Federal Register*. We do look at comments, and change things."

One of Corrigan's chief complaints is that some school officials make their paperwork problems into a self-fulfilling prophecy: In answering an open-ended question, some school officials will write 50 pages instead of five. "They just give too much information. They do it out of fear, or so they won't get audited, or to make sure they get their program funded," says Corrigan. Limits should be placed on these types of questions, he says. "We need better data, not more data."

One of FEDAC's major efforts over the

and Freddie's data will help provide information for that symposium. By law, N.C.E.S. is required to cooperate with N.C.L.I.S.

•The National Commission on New Technological Uses of Copyrighted Works (CONTU) also, by law, receives the cooperation of N.C.E.S. At CONTU's request, Freddie included questions about interlibrary loans and reproduction of library materials, although public school libraries make very few interlibrary loans.

•UNESCO, the United Nations Educa-

tional, Scientific and Cultural Organization, publishes an annual *Statistical Yearbook*. UNESCO would be without data from the U.S. if it weren't for Freddie.

•The industries depending on libraries—publishing, audiovisual, research, construction, engineering—need Freddie's data for marketing purposes. They wouldn't be able to tell school officials what their libraries really need nor would they be able to sell you what they make if it weren't for Freddie.

If you had known all this when Fred-

die arrived on your doorstep, maybe you wouldn't have cursed—or knowing this information, maybe you wouldn't have filled Freddie out at all.

But why blame poor Freddie? He's just one innocuous form. There are boatfuls of bigger, badder, more burdensome forms—so many that the government can't find them all or put them all in one place (we know because we asked). Like a good kid gone bad, Freddie is a product of the system—in this case, a system that needs paperwork to live and grow. The system is thriving. □

don't hold your breath waiting

past few months was to design a computerized redundancy check. Corrigan, however, believes redundancy among forms is "a straw man," that it's not as prevalent as people make it out to be.

Nevertheless, the people at CEIS, the Committee on Evaluation and Information Systems of the Council of Chief State School Officers (C.C.S.S.O.), review every form that FEDAC reviews looking for redundancy, criticizing whole surveys, and demanding changes. Education bureaucrats have come to respect the people at CEIS, because if CEIS doesn't get what it wants, the chief state school officers won't cooperate with the survey effort.

George Rush runs CEIS out of the C.C.S.S.O. office in Washington. He says CEIS directs its efforts at surveys that have the greatest impact on school systems, but that "our dialog shapes and tempers almost every survey we look at." Rush parts company with Corrigan on the question of redundancy and duplication. The problem, he says, is turfism. "Everyone wants to protect his own skin. Everyone has his own pet project," says Rush. "It might cost more to go to another federal agency to find out the answer to a question than it does to ask the question over again directly to people in the field. So the question gets asked again. Of course, that doesn't take into account what it costs state and local people to respond to the question," Rush points out.

Rush and House education committee Chief Counsel Jack Jennings think FEDAC is a step in the right direction in the government's effort to cut paperwork. Both praise Frank Corrigan, but both say FEDAC alone will not make a

big dent in the problem. Jennings says that the new federal mandate requiring that all data requests for the school year be published in the *Federal Register* by the preceding February 15 will give school officials enough lead time to prepare for certain data requests.

Rush thinks the February 15 list is a good idea, but isn't sure it will do that much good in practice. He says existing loopholes might enable researchers to bypass the February 15 reporting requirement under certain conditions, although Congress said that should not happen often. He also says listing a survey nine months prior to the start of the school year will not do much good if its contents are not known.

Another requirement, added among the paperwork-reduction amendments to the Elementary and Secondary Education Act 1978 reauthorization, forces states to indicate which questions they have added to a federal form. That way, says Jennings, "if there's dissatisfaction, school officials can direct it at the right target." Jennings, Rush, and Corrigan all agree that the federal government too often bears the brunt for paperwork problems caused by the states.

But don't let any federal education official deceive you by citing figures purporting to show how much the feds have reduced the reporting requirements of local school systems directly to the federal government. Over the past few years, federal education officials simply have shifted many reporting requirements from the local to the state level. Although the feds can say the locals have less federal paper to fill out, the locals still must supply the same in-

formation to the state. The numbers game, then, is a shell game.

Actually, the trend toward collecting information from state education agencies rather than from local school systems may turn out for the best: State education officials have a lot of information at their fingertips that local school officials too often have to grope for. Furthermore, Jack Jennings would like to see Congress authorize grants to the states to improve data collection. He also would like to see more surveys conducted on a sampling rather than on a universal basis.

Congress recently began to show signs it wants to go beyond dike-plugging. Last year, it set a \$194 million ceiling on the amount of business the Department of Health, Education and Welfare (H.E.W.) could do with consultants. This year, a Senate subcommittee tried to slash that figure to \$160 million. In setting the ceiling last year, a committee report criticized "the expanded role that consultant organizations are playing in the day-to-day operational and decision-making processes" at the department.

Most damaging is this excerpt from the committee report: "The committee is unaware of any significant program improvements that have been brought about by the department's large annual investment in evaluation contracts with consultant organizations. It seems as though, year after year, the same projects get reevaluated yet never change. In addition, many consultant contracts have little apparent relevance to H.E.W.'s program priorities."

No wonder consultants around the Washington, D.C., area are called Beltway Bandits.—D.A.

Meet a few of Freddie's friends

Just to give you an idea of what your federal bureaucrats are up to, here's a list of the forms your school system might receive this year from Uncle Sam. Not every school system will receive everything on this list, because some forms travel only to a sampling of school systems. Then again, your schools might receive some forms *not* on this list. The reason: A new law took effect earlier this year requiring the federal government to publish *all* the education data requests by the February 15 preceding the school year. Because this was the first time the federal bureaucracy had to gather this information, not all departments were able to comply fully—and some of these departments might be given special permission to send out forms not published on this list. On or before February 15, 1980, the *Federal Register* will publish all the data requests for the 1980-81 school year. If you want to cut education paperwork in the next school year, that's the time to make waves.

National School Lunch Program Application and Agreement—NSLP, SBP, and SNP.
Civil Rights Compliance Review Institutions and Nonprofit Private Schools.
Administrative Review Report, (Schools, Charitable Institutions, Nutrition Program for the Elderly)—Food Distribution Programs.
Nutritional Evaluation of the School Breakfast Program.
Evaluation of the Interim National Lunch Program (NSLP) Regulations and Demonstration Projects.
Residential Child Care Institutions Survey.
Part 215-Special Milk Program For Children.
Monthly Report of Lunch Service Operations in Commodity Only Schools.
Application for Donated Commodities (Commodity Only Schools).
Procedure for Requesting Technical Assistance When Establishing, Maintaining & Expanding Food Service Facilities in Schools.
Part 230-Food Service Equipment Assistance Program.
Student's Statement Regarding School Attendance.
Student Reporting Form.
Report of Student Beneficiary at End of School Year.
Certification by School Official Student's Statement Regarding School Attendance Outside the U.S.
Statement Regarding Student's School Attendance.
Report of Student Beneficiary About to Attain Age 22.
Confirmation of School Attendance Student's Statement Regarding Continuation of School Attendance.
Data Collection Forms in Response to Section 437, GEPA Calendar 1979 Collection.
Financial Status & Performance

Report for Emergency Adult Education Program for Indochina Refugees.
Study of the ESEA Title I Migrant Program.
Public School Library Media Centers, Fall.
Successful Sites Interview Schedules.
Application for School Assistance in Federally Affected Area (Title I, of P.L. 81-874).
Report on Handicapped Children ADA in State Operated or Supported Schools.
Report of Contract Awarded—State Education Agency Report of Minimum Requirements for School Construction.
Special Programs for the Disadvantaged Statistical Report.
Report on Title I, ESEA Comparability.
Application for Federal Assistance (nonconstruction) Education for the Handicapped Instructions and Supplementary Questionnaires.
Standard Application (nonconstruction) for Parts B & C of the Indian Education Act.
Application for Federal Assistance (nonconstruction) Vocation Education.
Application for Federal Assistance (nonconstruction Programs) Instruction for Right-to-Read Program.
Standard Application Federal Assistance (nonconstruction) for Follow-Through Program.
Application for Federal Assistance—Title IV, Civil Rights Act.
ESEA Title I Comparability Report—Form A, General Information; Form B, Detailed School Data.
Standard Application (nonconstruction) for Environmental Education Program.
Standard Application (short form) for Environmental Education.
Financial Status and Performance Report-BOAE.
Right to Read Financial and Performance Report.
Standard Application (nonconstruction) for Migrant Education Program, ESEA, Title I.
Financial Status Report For Adult Education State Programs.
Annual Performance Report For Adult Education State Grant Programs.
Financial Status and Performance Report, P.L. 94-142 and P.L. 89-313.
A-102 Financial Status & Performance Reports—Discretionary Projects.
Instructions for Completing The Financial Status Report And The Follow Through Grantee Performance Report.
Financial And Performance Reports—Migrant Program Title I ESEA.
Financial Status and Performance Reports—Title I, ESEA of 1965.
Standard Application for (nonconstruction) Library Research And Demonstration Program.
IHE Application For Handicapped Personnel Preparation.
Standard Application For Consumer Education and Metric Education.
Application For Federal Assistance (Short Form)—Instructions For Arts Education Projects.
Application For Federal Assistance: Instruction For Part A, Title IV,

P.L. 92-318.
Application For Federal Assistance (nonconstruction programs) —Instructions For Community Education.
Application For Federal Assistance (nonconstruction programs) For Emergency School Aid Act, Title VII, P.L. 92-318 As Amended—Instructions & Supplementary.
Financial And Performance Report For Indochina Refugee Assistance Program.
Standard Application (nonconstruction) For Gifted And Talented Program.
Sharing Business Success Adult Education Clearinghouse Case studies of the effects of school finance changes on school program management and governance.
Case studies of the impact of school finance changes on the distribution of tax burdens.
Case studies of the fiscal implications of current education-related programs, including those administered by agencies other than those in the Education Division of H.E.W.
Study of Menu Choice in the School Lunch Program.
National School Lunch and Breakfast Impact Study.
Inventory and Needs Assessment of School Food Service Equipment.
Assessment of the Effectiveness of the National Education and Training Program.
Library Manpower Survey 1979-80 Pilot Test—Course Offering and Enrollments.
Survey of Teacher Demand and Shortages.
Evaluation of Project EXCEL Studies of Career Information Resources and Systems for Secondary School Students (A National Assessment).
National Assessment of Education Progress.
Successful Schools and Staff Development.
Criteria for Effective Staff Development.
Bilingual Inservice Teacher Training. Morale, Incentives, and Job Satisfaction in Teachers.
Teachers Who Change.
The Nature and Extent of Adult Learning in Work and Nonwork Settings.
Productivity Research Program: Managerial Control and School Productivity Project.
Study of Minimum Competency Testing Programs.
Improving Practitioner Use of Tests Study of Educational Information Usage: Needs, Acquisition, and Uses of Information by Educational Personnel.
Design for an Evaluation of the R&D Exchange.
Finance and Governance of Special Education.
School Size Study Directory of Inschool Alternatives to Suspension.
Youth Budget: Unstructured Interviews with Public Officials.
Study of Education and Work Councils (Structured Interviews).
Youth, Pregnancy, and Parenthood: The Educational Implications.
Survey of Community School Projects.
Study of Exemplary PACs Study of Educational Needs in Puerto Rico.

Study of Bilingual Program Operations.
Evaluation Approaches in Bilingual Education.
Survey of Science, Mathematics and Social Studies Education (K-12) (series of 6 surveys).
Fall, 1979 Vocational Education Civil Rights Survey.
Supplemental Information for Local Education Agency Grants Under the Emergency School Aid Act—School System Summary Report.
Supplemental Information for Local Education Agency Grants Under Schools in the Emergency School Aid Act—Individual School Report.
Discipline Records to be Maintained and Retained.
Financial Status and Performance Report (Part A) Indian Education.
Application for Grants Under Bilingual Education Program.
Financial Status and Performance Report for Bilingual Education Programs.
Teacher Corps Inservice Teacher Education Survey.
Impact Study of Instructional Materials Information Systems Efforts of the BEH.
HCEEP Demonstration and State Implementation Project Profiles.
Financial Status Report and Performance Report—BEH.
Financial Status and Performance Report—EEOP.
Annual Survey of Children in Local Institutions for Neglected or Delinquent Children in Correctional Institutions, ESEA, Title I.
Summary of Assistance and Instructions to Applicants; Data to Determine Eligibility and Compute Maximum Grant.
Instructions for Application for Federal Assistance, Assurances.
Instruction and Supplementary Questionnaire—Application for Federal Assistance (Short Form).
Career Education Program: Instructions for Application for Federal Assistance.
Career Education Discretionary Program: Financial Status and Performance Reports.
Youth Employment Program: Financial Status and Performance Reports.
Preapplication for Federal Assistance Application for Federal Assistance (for Construction Program).
Federal Assistance (SAFA).
Federal Assistance (pages 2 and 3) (SAFA).
Follow-up Impact Study of Key Themes of the National Center.
Dissemination and Utilization Follow-up Study.
New and Changing Occupations Curricula Available for New and Changing Occupations.
Investigation of the Correlates of Placement in Vocational Education.
Examining Vocational Education Outcomes.
Comprehensive Evaluation of Programs Funded Under the Community Schools Act.
Application for the Emergency Adult Education Program for Indochina Refugees.
Development of Entrepreneurship Training Components for Vocational Educational.
Procedures for Utilizing Volunteers to Improve Vocational Educa-

tion in Urban Areas.
 Conversion of Armed Services Diesel Instructional Materials for Use in Vocational Education Programs.
 Development of Health and Safety Modules for Vocational Education.
 Resource Development and Training for Improvement of Related Instruction in Apprenticeship Programs.
 Field Testing Vocational Education Curriculum Specialist Materials.
 Development of Competency Measures for Vocational Skill Areas.
 Evaluation of Industry-Education-Labor (I-E-L) Collaboration in Improving the Quality and Accessibility of Occupational Education.
 Developing Criteria for and Monitoring the Activities of Industry-Education-Labor Action Councils to Bring Education and the

Marketplace into Phase as a Research Basis for Immediate and Future Occupational Planning Purposes.
 Verification and Implementation of Program Standards for Vocational Home Economics Education.
 Development of Vocational Education Model for Linking Agencies Serving the Handicapped.
 Development of a Catalog of Modification and Adaptations of Vocational Equipment for Serving the Handicapped.
 Inexpensive Book Distribution Program (Right to Read).
 Special Emphasis (Right to Read)
 An assessment of the Operation of the Adult Education Act State Grant Program.
 Teacher Corps Program 78 and 79 Evaluation.
 An Analysis of the Bureau of the Education of Handicapped In-service Training.
 Evaluation of the Part C Program

and Part B Capacity Building Projects Under Public Law 92-318 (Indian Education).
 An Assessment of the Capacity Building Accomplishments of the Regional Resources Centers (Handicapped).
 An Assessment of State and Local Planning in the Programs for Gifted and Talented Children.
 Evaluation of the Alcohol and Drug Abuse Education Program.
 Evaluation of the Women's Educational Equity Act Program.
 Assessment of Bilingual Vocational Training Program.
 Alternative Measures Comparability Parent Involvement in Four Federal Programs.
 Successful ESAA Programs Supporting Intergroup Relations Activities.
 The Nature and Effects of Selected Title I Implementation Strategies.
 Evaluation Practices and Procedures.
 Sustaining Effects Student Followup.
 Reassessment of Effects on Students

Associated with Follow Through Models.
 Study of the Role of ESAA Funding in Newly Desegregating and Pre-Implementation Schools Districts.
 Study of ESAA Civil Rights Eligibility Requirements and of Second Generation Desegregation Problems.
 Study of Title VII Inservice Teacher Training Programs.
 Survey of Participation of Nonpublic Schools in Federal Education Programs.
 Survey of Randomly Selected School Systems Serving Cities of over 100,000 Population to Obtain Basic Salary Data for Use in Establishing Salary Schedules for Teachers in the Department of Defense Dependents Schools System.
 Survey of Selected High Schools to Determine the Need for and Potential Acceptance of High School Level DANTES Subject Standardized Tests.



Have a discipline problem? Turn to your community for help in schools

By Donald K. Sharpes

JUST because a school system sits in a peaceful community country miles from the city doesn't mean some of its students aren't prone to disruptive behavior. So when the rural Sanford (Maine) school system found its students becoming as fresh and combative as the local lobsters, it decided to fish out the problem.

The school board invited the community to help look into causes of student misbehavior. Participants developed a list of community volunteer and service agencies that work with disruptive students and their parents. The list was augmented by a volunteer advisory committee made up of school officials and people from church and community groups who expressed a concern and interest in working with the kids who were having problems. This link with the community was vital because it underscored what we believed was a major source of much discipline trouble: Poor school behavior often is a reflection of difficulties in the home and community. As we discovered, students with the most nagging behavior problems often came from homes in which one parent was absent, where parents had little respect for education, or where discipline either was nonexistent or carried to cruel extremes.

Students and their families were encouraged to seek help from community agencies, and the schools' advisory committee developed an alternative school program held year-round in a separate classroom. Here's how it works:

The first step was for administrators to establish precise criteria for assigning students to the program. No factor was overlooked. For example, if a teacher suspected that a hearing defect or other physical problem contributed to a student's disruptive behavior, a doctor would be called in to examine the student. The student's attitude, aptitude, achievement levels, and psychological health also were carefully examined.

It's important to be precise when gathering this information. From a student's perspective, it could be disastrous to be mislabeled and assigned to a special class that carries with it a certain stigma. Mislabeling a child also might invite litigation against the school board.

To help teachers and administrators assess a student's behavioral development, the advisory committee, with professional advice, drew up a list of traits and asked teachers to rate students as very positive, positive, negative, or very negative. The traits included *attitude* towards self, school, home, parents, and learning; *motivation* to achieve, to become involved in other activities, and to reach goals; *temperament* when alone, when with others, and in conflict situations; and *ability* to work with others, to accept advice, to make choices, to assume and complete tasks, and to accept criticism.

Teachers had to learn to use forms that help gather this information, because the data determine which students are candidates for the program and when students are ready to reenter regular school classes. Once administrators and teachers understand evaluation techniques, the next step is to develop specific curricular and behavioral objectives for each student. If this sounds a bit like the individualized education program called for under Public Law 94-142, you're not far off.

The objectives give students a blueprint for recognizing and eliminating specific habitual disruptive behavior: stealing, hitting, swearing, withdrawing from contact with peers and teachers, to name a few. Besides noting the student's disruptive symptom, the objective spells out goals the student is expected to reach. Rather than tell a student what not to do, the objective lists specific activities that will reduce or eliminate, say, stealing or hitting or, perhaps, will develop respect for property.

An example of one such student objective: "Students who have been known to steal frequently will participate in reading, writing, and other activities that deal with respect for property." After that objective has been set, the teacher organizes lessons that re-

quire a student to read about larceny cases, petty stealing, and even local court cases involving theft. A local police officer or judge might address the class. The idea: Blend the development of basic skills with exposure to ideas intended to help a student understand and overcome his specific type of disruptive behavior.

A student who is withdrawn and has trouble getting along with others might be assigned to a study group that practices listening and reporting skills. A student who consistently fights with his classmates might be taught nonviolent ways of solving problems or be introduced to victims of assault. Students who have broken or vandalized equipment might help make bids and fill out forms to purchase new equipment or take part in other activities that enhance personal responsibility. The possibilities stretch as far as the creativity of the teachers and administrators. Once the student meets the objectives—this can take from two months to two years—he returns to his regular class.

In the Sanford junior high school, two full-time teachers were assigned year-round responsibility for the program. Teachers had to master a variety of subjects, because the students in the alternative program did not rotate classrooms as did other students. More often than not, teachers discovered that severe behavior problems went hand-in-hand with severe basic skills problems. Although the two full-time instructors bore the brunt of the teaching, specialists periodically visited the program for two-week intensive courses for small groups of especially slow learners. As the schools discovered, flexibility in assigning personnel is a key consideration.

No alternative school program can survive for long without the cooperation of the community, and especially of parents. Successful programs require parental advice and a willingness to pitch in and help. It's important that teachers and administrators be prepared to make telephone calls and personal visits to students' homes. It can work, but if a program is to be successful in a small community, school officials first will have to forge new relations between parents and schools. □

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Keep lines of communication—and wallets—open to help heat schools this winter

FIRST the good news: Schools have been promised that they'll have all the heating oil they'll need for the coming winter. Now the bad news: Promises won't heat your schools when your supplier says he's run out of oil after all.

With the shortage of good news about energy these days, the natural tendency is to doubt the smug assurances of oil executives that schools will not run dry this winter. Alan Darrow, spokesman for the National Oil Jobbers Council, says data from the American Petroleum Institute indicate that there "will be an adequate supply" of heating oil.

Whether that, in fact, turns out to be the case, school officials "believe they'll be paying through the nose," according to Hampton (New Hampshire) superin-

tendent Richard Hamilton. In the Washington, D.C., area, the average price of a gallon of home heating oil was 82 cents in August—up 70 percent in one year. Educational Facilities Laboratories estimates schools will spend \$67 per pupil on energy expenses—up from \$23 six years ago—and that some New England schools might have to spend as much as \$100 per pupil.

In New Hampshire, where oil surely will be plentiful come presidential primary time in February, school officials are relying on their dealers' promises that full fuel allocations will be met. "But one stroke in the Mideast could change things," says Salem School Business Official Jack MacKail. "If we have a serious shortfall, there will have to be drastic changes, not cosmetic ones.

Storm windows won't be enough. That's when we'll have to start talking seriously about eliminating school buses, not just curtailing their use, and that's when we'll have to start talking about the possibility of going to a four-day school week."

Everyone's doing the obvious things, says MacKail: caulking windows, cutting down on field trips, reshuffling bus routes, and lowering the thermostats—to name a few of the least painful conservation measures. But no one has a contingency plan for a doomsday school energy crisis in which the school has run out of oil and the winter's allocation has gone up in smoke.

Does a surefire contingency plan exist? Not really, says Bob Greenes, president of Public Fuel Service, Inc.,

of New York City. The only thing to do according to Greenes is to "close the schools for a day and sit still till you get a delivery." Greenes is quick to say that he doesn't think anyone will run out, and he endorses Darrow's advice to school officials: "The safest thing to do," says Darrow, "is to keep the lines of communication open between the schools and the suppliers." If your regular dealer unexpectedly runs out, he can tell others to ensure the schools have an adequate supply. But no school official should wait until the supply drops to a dangerously low level before calling the local supplier. "Progressive suppliers," says Darrow, "would welcome a monthly meeting or a lunch, a phone call, or a letter describing the schools' usage and asking for advice or perhaps a letter from school officials to the supplier suggesting concern about supplies for the winter, asking for conservation suggestions, and requesting that the dealer keep the school board apprised of the current supply situation and the prospects for the future. The dealer shouldn't mind doing that in order to help you out.

"But it's incumbent on school officials, being the concerned parties, to do something, to demand to know just

what the supply picture looks like," advises Darrow.

If your school eventually is faced with the grim prospect of a dwindling oil supply and a "closed" sign at the local oil dealership, one possible alternative exists: Every state is required to set aside 5 percent of its heating oil for use in an emergency. That fuel reserve is controlled by the state energy office, and these days it's a good idea to be on a first name basis with someone there (see the list of state energy offices below). The oil in the state set-aside is sitting in storage tanks right in your state; in the event of an emergency, the question is not, "Where can we get the oil?" but, "When can the state reserve be used?" You might be able to help your state energy office answer the latter.

All the experts say the oil crunch is here to stay. A recent Central Intelligence Agency report, the agency's first major assessment of the world oil situation since 1977, indicates that not even its spies will be able to come in from the cold. Oil supplies to the West "may well fall," price hikes will come in spurts as industrial nations compete for insufficient supplies, and an economic upturn will stimulate greater demand for oil.

Politics, as you might have guessed,

will play a lead role in the energy drama this winter. New England politicians have been all sound and fury over the adequacy of stockpiled heating oil. In August they were fretting about the proposed one-time sale of 1.5 million gallons of heating oil and kerosene to Iran, which the Carter Administration said was necessary to ensure a continued flow of the ayatollah's oil to the U.S. A Maine congressman branded the scheme a "travesty," and a New Hampshire energy official warned that the "political ramifications will be very severe" if New Englanders run out of heating oil. Still others labeled the President's plan to stockpile 240 million gallons of heating oil nationwide "inadequate."

Bob Greenes of Public Fuel Service, Inc., gives the political drama of the energy crisis mixed reviews. "It's a no-lose situation for a politician," says Greenes. "If there's an actual shortage, he can say, 'I told you so.' If there isn't, he can say, 'At least I warned you.'"

School officials, however, are in a must-win situation; no one wants to close a school because there's no heating oil. By staying in touch with local suppliers and state energy officials, school people might be able to prevent last-scene theatrics. □

Before fuel runs low look here for help

Here are the people that public school officials should talk to or write for energy information in your state:

Alabama: Edwin G. Hudspeth, Staff Director, Alabama Energy Management Board, Montgomery, Ala. 36130. (205) 832-5010

Alaska: William C. McConkey, Director, State Energy Office, Mackay Building, 338 Denali St., Anchorage, Alaska 99501. (907) 272-0527

Arizona: Gerry Cunningham, Chief, Office of Energy, Office of Economic Planning and Development, Capitol Tower—Room 507, Phoenix, Ariz. 85007. (602) 271-3303

Arkansas: Mack B. Woodward, Director, Energy Conservation and Policy Office, 960 Plaza West Building, Little Rock, Ark. 72205. (501) 371-1370

California: Richard M. Maullin, Chairman, California Energy Commission, 1111 Howe Ave., Sacramento, Calif. 95825. (916) 920-6811, (800) 852-7516

Colorado: Buie Seawell, State Energy Office, State Capitol, Denver, Colo. 80203. (303) 839-2507

Connecticut: Claire Markam, Under

Secretary, Energy Division, Department of Planning and Energy Policy, 80 Washington St., Hartford, Conn. 06115. (203) 566-2800.

Delaware: David L. Press, Assistant to the Governor for Energy Affairs, c/o Secretary of State, P.O. Box 1401—Townsend Building, Dover, Del. 19901. (302) 678-5644

District of Columbia: Ben W. Gilbert, Director, Municipal Planning Office, Executive Office of the Mayor, Room 409, District Building, 13th & E St., N.W., Washington, D.C. 20004. (202) 629-5111

Florida: Carlos Warren, Director, State Energy Office, 108 Collins Building, Tallahassee, Fla. 32304. (904) 488-6764

Georgia: Mark Cwecker, Director, Office of Energy Resources, Office of Planning and Budget, 270 Washington St., S.W., Atlanta, Ga. 30334. (404) 656-3874

Hawaii: Hideto Kono, Director, Department of Planning and Economic Development, P.O. Box 2359, Honolulu, Hawaii 96804. (808) 548-3033

Idaho: L. Kirk Hall, Director, Idaho Office of Energy, State House, Boise, Idaho 83720. (208) 384-3258

Illinois: Frank Beale, Director, Institute of Natural Resources, 309 West Washington St., Chicago, Ill. 60606. (312) 793-3870

Indiana: Clarence D. Broadus, Director,

Indiana Energy Group, 115 North Pennsylvania St.,—7th Floor, Indianapolis, Ind. 46204. (317) 633-6753

Iowa: Edward Stanek, Acting Director, Iowa Energy Policy Council, 707 East Locust St., Des Moines, Iowa 50319. (512) 281-4420.

Kansas: Steven Harris, State of Kansas Energy Office, 503 Kansas Ave.—Room 241, Topeka, Kan. 66603. (913) 296-2496

Kentucky: David Drake, Secretary, Kentucky Department of Energy, Capitol Plaza Tower—9th Floor, Frankfort, Ky. 40601. (502) 564-7070

Louisiana: Raymond J. Sutton, Department of Conservation, P.O. Box 44275, Baton Rouge, La. 70804. (504) 389-5161; And Thomas Landrum, Department of Natural Resources, P.O. Box 44156, Baton Rouge, La. 70804. (504) 389-2771

Maine: John Joseph, Director, Office of Energy Resources, 55 Capitol St., Augusta, Maine 04339. (207) 868-2196

Maryland: Donald E. Milsten, Director, Energy Policy Office, Energy and Coastal Zone Administration, State Department of Natural Resources, 301 West Preston St.—Suite 1302, Baltimore, Md. 21201. (301) 383-6810

Massachusetts: Henry Lee, Director, (Continued on page 42.)

Energy message: Don't heat schools; keep kids warm

THE only definite word on the potential energy problem facing schools during the coming winter months is *maybe*.

Maybe there will be enough heating oil to keep your schools cozy, and *maybe* you'll be able to wrestle with your budget to keep pace with rising fuel costs. And *maybe* you're going to have to make some changes in your system's dress code (if your system has one), school hours, or class schedules to keep chattering teeth and chills to a minimum—especially if your state intends to comply with the 65-degree maximum temperature that the President has mandated for public buildings.

From sages at the Arctic Circle, meteorologists, medicine men, and the *Farmers' Almanac* come the following suggestions for coping with 65.

In an early winter school system newsletter, advise teachers, parents, and students on how to dress for maximum warmth. For example, any ski buff will tell you that it is absolutely essential that the first layer of clothes (the one next to your skin) be cotton. It creates better circulation, because it is more absorbent and porous than man-made fibers.

In really cold climates—where thermometers hover for days around zero—people swear by all-cotton thermal underwear. In a word: long johns—with matching long-sleeved tops. They seal in body heat, yet are porous enough to allow good air circulation when and if you're lucky enough to become overheated. The availability of long johns used to be limited to department stores in traditionally frigid climes, but department store buyers as far south as Florida and Georgia now say that their stores are well stocked—with all sizes—for the months that lie ahead.

On an especially shivery day, ski buffs wear another layer of cotton over

thermal underwear. They recommend a long-sleeved, turtleneck cotton shirt as further insulation. On top of that, winter wonderlanders advise wool or a wool-blend sweater. Fortunately—for your students—100 percent cotton jeans are the best kind of pants. If not allowed to wear jeans, adults are advised to stick to wool and wool-blend pants. (And maybe this winter they should be allowed to wear jeans so long as they're in reasonably good condition sans patches, slogans, and so on.)

The recommended combination for socks is the same as that for outerwear: first cotton, then a pair of wool or wool-blend socks.

Snow boots, which can be taken off when kids or teachers arrive at school, are OK. Leather or vinyl boots that are worn all day can be a problem: Feet get too hot. That initial pair of cotton socks, however, can help to absorb some of the perspiration that could lead to chills, lowered resistance, and perhaps a cold.

You might advise parents or teachers not used to dressing in several layers of clothes to buy their and their kids' jeans a size larger than usual: Trying to put on a pair of snug-fitting pants over a layer of thermal underwear can be an exercise in frustration.

On bitterly cold days, even though your teachers may loathe you for it, your principals might suggest no-outside-recess time. Inside games in the gym, classroom, or cafeteria probably would be wiser than spending time on the kids getting dressed in outside gear (snowpants, boots, hats, gloves), then having to spend a similar amount of time taking it all off when they get back to the classroom. Some schools are allowing students to eat their lunches in classrooms or homerooms so that cafeteria space can be used as an indoor play area.

Small children, whenever they're out-

side, should always wear hats and gloves or mittens. Once again, skiers tell us that over-the-ears wool hats are best and that mittens are warmer than gloves. And, of course, water repellent mittens are best of all. For children whose parents can't afford warm caps and mittens, and for those kids who lose/forget their mittens and caps, the P.T.A. or some other parent or citizen group might want to consider giving the schools a supply of these cold weather necessities.

During the cold, winter months, "huddle" activities are good for elementary school kids—movies, filmstrips, storytelling. But they're good only if you're lucky enough to have classrooms with area rugs or carpets on which the students can sit. Again, the P.T.A. or some other community group might be persuaded to donate these items.

Classroom doors should be kept closed—to keep out drafts from the halls and corridors. Windows should be sealed with an inexpensive sheet of plastic or strips of aluminum foil. Parent groups could also help with this task.

At an early winter P.T.A. meeting, or in speeches before community groups, alert the parents to special heating problems that your system is anticipating for this year. In addition to items just mentioned, most likely there will be other ideas not only for keeping students and faculties warmer, but for saving money as well.

And because your schools might be colder this winter than in past years, urge parents—if at all possible—to keep their children at home when the kids aren't feeling well. (Unfortunately, the same goes for adults.) Lowered building temperatures mean lower body temperatures, which can mean lowered resistance and more susceptibility to the usual winter plethora of sore throats, colds, and other fast-spreading viruses. □

Strikes bring out the worst in most people and bring it right into the homes and

By Margery Thompson

DURING the course of a teacher strike, school board members face the intense pressures that come from legal hassles, negotiations, and constant publicity. As weighty as these pressures may seem, however, they're small change compared to what happens when dirty tricks and illegal actions are directed against board members and superintendents.

Take a look first at the normal pressures a strike can bring:

- Long hours of negotiations, little sleep, plenty of skipped meals, and no time for other business, let alone your family.

- Incessant phone calls from parents demanding to know why their children are being denied an education. Then there are calls from teachers, business people, and union officials who all have something to say and who seek a separate hearing.

- Neighbors and friends who stop speaking to you—or worse, never stop badgering you to “get the kids back in school.”

- Conflicting political pressures. Once the strike has started, some taxpayers and town officials will support your stand to hold down costs in a settlement; others—including some fellow officeholders—will denounce you as antilabor and label you as more concerned about money than the education of children. And be assured that a strong stand during the strike can cost you the next election. Increasingly, teacher unions target opposing board members and field pronoun candidates in an effort to stack the board in the future. Political pressures will build as the strike wears on. Expect political figures beyond your own community to try a hand at influencing both sides—your state legislators and governor, as well as representatives from the state departments of education and labor. A well-

timed threat from the state politicians to withhold state average daily attendance funds from your school system is a potent persuader and has been used with telling effect in recent strikes in Bridgeport, Conn., and Logan, Ohio.

- A constant, unrelenting glare of publicity. The board spokesman will find it difficult to make points on the evening television news programs in competition with the placards, shouts, and spot interviews with picketing teachers.

- The hazards of litigation. Resorting to litigation in a strike is a double-edged sword, and if not handled gingerly may only escalate pressures on the board. Such a move backfired on the Washington, D.C., school board last February.

When the board turned to the court for help, the judge took matters into her own hands and ordered the board to extend the contract and continue negotiations—a move considered by many as a victory for teachers. In Bridgeport, Conn., the school board obtained an injunction from the Connecticut Superior Court calling the teacher strike illegal, with even more devastating effects.

The judge ordered more than 270 teachers jailed for contempt of court and still the strike continued. “Before the jailings took place,” says James Conley, assistant superintendent, “the sympathy of the community seemed to be pretty evenly divided between the board and the union. Once teachers were jailed, we became very unpopular.

Here's the union's advice:

“CAUTION: Great care needs to be taken to select the pressure appropriate for a given school board at a given time and for select individuals of that school board.”

This quote comes from a training manual for local union leaders prepared by the Illinois Education Association, an N.E.A. affiliate. Here are some of the 134 tactics outlined for possible use by teachers prior to or during a strike:

- “Assign a member of the association to contact each board member.”

- “Try lawn signs in teacher lawns calling for bargaining; or a sound truck passing by board members and superintendents homes or places of business, or banners on cars parked in front of same; or the old-coffin trick at lunch time when board members and superintendent are walking in busy areas; or daily flyers in the neighborhoods of board members. . . .”

- “Visit open-house displays of the largest real estate company in the area; bring your fellow teachers; fill the house up; pass out flyers warning prospective buyers of the dismal school situation; question the sales people at length about the home; question them about their company's role in ending the strike that would hurt their business; stay awhile; picket the home to let people know about the school situation; visit the head of the local real estate owners organization on Monday morning; tell him/her teachers would rather spend their time relaxing; also tell him/her that was just a prelude; let him/her know that he/she could be influential in resolving the dispute; remind him/her of what it could do to business.”

- “Go to chamber of commerce meetings and present issues; have truth booths on streets in area of board members' places of business.”

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offices of unprepared board members

People said we were putting professionals behind bars while criminals ran the streets." In addition to community pressure, the judge stepped up his efforts to force a settlement by asking for all-night negotiating sessions in his chambers. "The physical and emotional pressure on the board was excruciating," says Conley.

Another hazard of litigation that the Bridgeport board encountered came from their own side—their lawyers. "If you don't watch it, the board and administration can become the total captives of their legal advisers during a strike," says Conley. "We were attempting to negotiate with the union with one group of lawyers while we worked with another group who dealt

with the court's injunction. Finally, the school board had to keep in mind that the strike sometime would end—and when the lawyers were gone, we school people would eventually have to work together once more."

But if you think these pressures are bad, hope that you never have to fight through a really bitter strike replete with dirty tricks. Examples:

A common tactic is to stir up trouble between board members and their spouses. In an eastern Pennsylvania school district, the wife of a board member told callers at 2 a.m. that her husband was in a negotiating session. "He's not with us—we wrapped up at ten o'clock," came the reply, along with the friendly suggestion: "Try the

motel—he's registered there with a college girl." The wife took the bait and called the motel; sure enough, her husband was registered—but he had been registered by someone else.

During a heated strike in Dayton, Ohio, school board members received a spate of insulting and threatening phone calls. "Teachers tried to split board members," says Superintendent John Maxwell, "by spreading stories of backbiting and divisiveness." To add injury to insult, automobile tires were punctured and some board members had paint thrown on their cars.

Businessmen serving on school boards report dirty tricks that include boycotts and attempts to disrupt their work and damage their property. In one

Harass board members until they cave in

- "Flyer the office complex in which the employee works; go to office area where board member works; if asked to leave or if asked to stop passing out flyers, first demand a face-to-face meeting with the board members."

- "Check all employees in the district and determine if any are related to board members—think about filing a conflict of interest action against those board members who have relatives employed in the district."

- "Make creative use of the small claims court (will handle damage suits of no more than \$1000 for a \$5 fee, no lawyer necessary) . . . if evaluations are unfair, sue for mental stress."

- "Call a special meeting of concerned parents (band parents, booster clubs, P.T.A.) and give them alternative actions to prevent school closings."

- "Without directly requesting them to do it, accept parents' offers to carry

picket signs. When this happens, be sure to notify the news media."

- "Have the public sign a petition calling for the board to sit down and talk with the association. (The public will be glad to sign if it simply reads 'sit down and talk.')

- "Send telegrams to a selected 50 (or as many as you can afford) members of the community, asking them to use their influence to get the board to sit down and talk."

- "Hold silent vigils throughout the building . . . (all teachers maintain a 30-minute silence, a 10-minute silence or a 5-minute silence each class period)."

- "At in-service day, send only one teacher into general meeting (keep the rest out). Or, call the superintendent to the association meeting one hour before it is scheduled to start to explain why the school board isn't talking . . ."

- "Establish a personnel file for each

school administrator."

- "Ask the school board to fire the administration, let the teachers run the schools, and split the financial difference with the board."

- "Check with the garage that handles school buses. Are board members or the superintendent getting free service or gas?"

- "Buy your superintendent (a) a box of Uncle Sam cereal, (b) a dictionary, (c) a stuffed bunny, (d) a copy of elementary logic."

- "Have board members' telephone numbers available everywhere."

- "Run an ad in the local paper saying 'We're looking for a new superintendent' or a superintendent evaluation/report card."

- "Teacher teams should daily go to the administrative offices and sit-in or confront or demand in mass to see their personnel files . . ." —M.T.

These steps will help defuse pressures and protect families from the anxiety of bitter strikes

Southern school system, the business telephone lines of board members were jammed with nuisance calls so that few clients could get through. In Marion, Ind., where the president of the school board is an officer in a savings and loan association, teachers continually opened and closed savings accounts with minimum amounts during the busiest hour of his busiest day—noon on Friday. Locks on the doors of the vaults were filled with superglue.

Disagreements were carried to the homes of board members in Marion, as well. In addition to receiving nuisance calls at home, board members were picketed, concrete was delivered to the home of one board member, lumber to another's house, and flowers were charged to the name of another board member. (For a more complete account of the strike—and pressures—in Marion, see *Strike Strategy: Make It Now*, in the June issue of *The Executive Educator*.)

Waterloo, Ill. has had two teacher strikes this year, one last fall and another this past spring; both were bitter. In one attempt to wear down the board's position, calls were made to the employer of Fred Richert, the only board member who belonged to a labor union, to protest his "antilabor" activities. Picketers also appeared outside his place of employment. While Richert did not lose his regular job as a consequence, the teacher union was more successful during the school board election that occurred in April during the second strike. Two incumbent board members, including Richert, were defeated. "Last fall, the Illinois Education Association UniServ director in our area called me to say the union would endorse my candidacy if I went along with their position," says Richert. "I told him I wouldn't have anything to do with such an arrangement."

The long year of strikes and stress impaired
"h of Waterloo's superin-

tendent, Merrill Moore. "I began to have heart problems," says Moore "and my physician has made it very clear that unless I can slow down, I face a permanent disability."

The longest strike of the 1978-79 school year occurred in Logan, Ohio—a siege that lasted from August 29 to November 3 and that ran the gamut from political pressures to outright violence. The husband of one board member received scurrilous phone calls describing his wife's alleged extramarital activities; his real estate business suffered losses as a consequence of a boycott. Windows in their home were shattered. The vice-president of the school board received phone calls threatening the lives of his children; his yard was littered with garbage. Board members' homes were picketed; paint thinner was thrown on cars. "It strips the paint right down," says Superintendent Richard E. Mace. "The insurance company loved that." Mace's new car was vandalized and the body dented; he was singled out for round-the-clock pressure.

"I got threatening phone calls all night long," Mace says, "along with regular visits at night from people stomping around outside threatening to burn me out. You don't sleep very well when you hear chants of 'Shall we throw the kerosene in now?' The neighbors got worried and police came twice to take me out for my own safety."

Mace claims he was able to hold out as long as he did because his family lives in Akron—not Logan. "I've been through a strike before—one good reason why I don't have my family with me."

By the time the strike ended in Logan, two board members and Mace had been hospitalized for cardiac care. "We were negotiating for 16 hours a day and you can't go without sleep indefinitely. We'd been pressured by the union, by the courts, and by the state department of education. If anything prompted a settlement that was less than satisfactory," Mace says, "it was the personal pressure on board members and their families, combined with the prospect of losing state funds. That became a very real possibility during the time I was hospitalized."

In the face of such pressures, veteran school board members predictably advise their colleagues: "Avoid a strike when you can. If you are not willing to say no to the union all the way to the end, don't say no in the beginning; be absolutely certain that the issue is worth

the battle." Mace now adds: "Once the strike starts—stay out of the negotiations and let your professional negotiator take the heat."

Good advice that probably is harder to follow when the dirty tricks begin is offered by Gene Geisert, superintendent of the New Orleans public schools and chairman of the American Association of School Administrator's Commission on Employee Relations: Don't lose your temper and don't become vindictive; be sure the decisions you make are those you can live with later on. "When a teacher strike gets out of hand," says Geisert, "the first impulse of most board members is to fire them all. But once you fire the first person, you have escalated the conflict to a new height and added to your troubles. The union will not settle until they have total amnesty for those teachers—and they are likely to get it from you in the end."

If school board members can't hit back, Geisert suggests, there are some measures they *can* take to defuse pressures and protect their families. The New Orleans school strike last fall was relatively peaceable; prior strikes were not, so to be on the safe side, the following provisions were made when the strike was imminent:

- To combat vandalism to board members' homes, security guards patrolled the neighborhoods in which school board members live. Radar devices, fire and smoke detectors, burglar alarms on windows and doors to alert both the household and the police to window-breaking or entry—all these were made available to board members during the strike.

- Additional telephone lines with unlisted numbers were installed in the offices and homes of board members to limit nuisance calls and to permit members to conduct their businesses as normally as possible during the strike.

- The school system's chief negotiator and a human relations consultant met with wives of board members to brief them on the strike issues, let them know what pressures to expect, and suggest ways the families of board members could help alleviate some of the strain. "Husbands and wives and children," says Geisert, "should understand that during the strike the board member will be in an endurance contest and may be irritable and certainly will be inattentive to family problems. The pressure of a strike won't last, but this counseling does help so that families can keep the fuss at home to a minimum." □

Before hiring a negotiator consider these important points

By Max A. Bailey
and Thomas M. Kovalik

SCHOOL board members, the heat is on. Your teachers are after a new contract, and the union has decided to push for all it can get. Employees already have hit the board hard in the past few years, and it is becoming increasingly clear that neither the board nor the superintendent has the negotiating expertise or the time to keep contract matters under control. The pressure is mounting, and it might be time to bring in a hired gun, or in more mundane language, a professional negotiator. What you are looking for, of course, is a skillful negotiator who can help you hammer out a contract you can live with. The idea sounds good, but questions remain: How do you go about choosing and using a negotiator? And once you are using one, how do you evaluate his job performance? Consider this:

Selection

1. Don't rush into hiring a negotiator. Make sure the board has discussed and rejected all alternatives before any hiring is done. This will save the board from the scrutiny of those who might question the board's hiring decision. It also will give a measure of extra clout to the negotiator because he knows that the school board has debated the matter and has closed ranks behind him.

2. Know what you want a negotiator to accomplish before you hire one. If the school board can establish clear objectives it not only will make the evaluation of the negotiator easier, but also will relieve a lot of uneasiness the board may have about hiring one. In other words, if you know *what* you want it will be easier to determine *who* you

want. Selecting the right negotiator also should allow you to reach your general goals for the entire negotiations process.

3. Find out the consequences of hiring a professional negotiator by checking with superintendents, boards, and professional organizations that previously have used these services. For example, try to determine the public's reaction or teacher union reaction to hiring an outsider. Learn from the mistakes of others.

Use of the Negotiator

1. Determine at the outset to whom the negotiator is responsible and to whom he reports. Nothing can be more damaging during negotiations than confusion of command. The negotiator must know whether he is reporting to the superintendent, the board, or both. To keep the chain of command clear and to avoid duplicity, we suggest the negotiator report to the superintendent. But whatever the decision, stick by it.

2. Decide how much money is to be budgeted for the negotiator. With a little checking around and some planning, a reasonable estimate can be made of how much the negotiator will cost. Make sure you ask the negotiator for a list of his previous fees. But remember, some flexibility in this area is needed.

3. The negotiator's job is to recommend roles and strategies in negotiations, not to determine them. The negotiator is hired for his expertise as a negotiator, but this expertise is only one component among many in successful negotiating. Even though you hire a pro, the board must not give up its responsibilities for the entire process of negotiating; it is the board that must determine roles and strategies. To allow the negotiator to make these decisions himself only erodes board prerogatives in a most vital area.

4. Keep your lines of communication open. Meet with the negotiator on a reg-

ular basis. A failure in communication between the negotiator and the superintendent or the board easily leads to misunderstandings—and even chaos—at the conclusion of negotiations. It is best to meet with the negotiator following each negotiating session.

5. Develop a way of monitoring and controlling the roles taken by the negotiator, superintendent, and board during negotiations. All your planning can go for naught if, during the process of negotiations, the agreed-upon roles are not maintained. Again, clarity is the password.

Evaluating the Negotiator

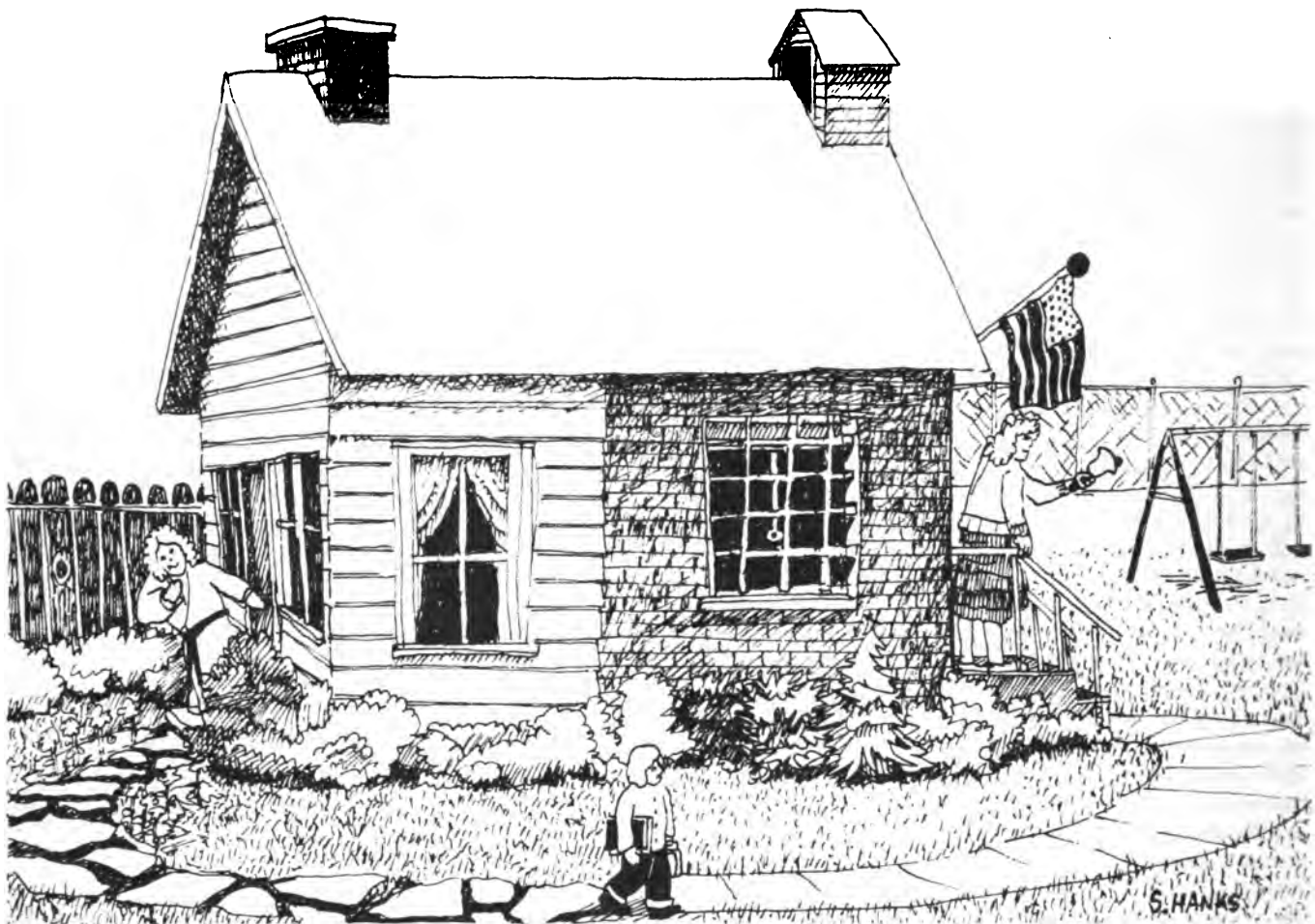
1. Using the previously agreed-upon objectives that the negotiator was hired to accomplish, develop a measurable set of criteria to evaluate the negotiator's performance.

2. Decide who will do the measuring—the school board, the superintendent, or both—and how it will be done. These decisions should be made shortly after bargaining is completed and not be delayed until it is time to consider reemployment of the negotiator.

3. Inform the negotiator of the specific criteria by which his performance will be evaluated. It helps both the negotiator and the school system if the negotiator knows what is expected of him. For example: One negotiator discovered—only after negotiations were rapidly concluded—that the board and superintendent had their own agenda and wanted the negotiations to drag out for several months.

4. Finally, consider this: The basic purpose of any school system is the education of its students. You must determine the degree to which the negotiator has helped the school board discharge its primary responsibility. Develop a follow-up evaluation that links the performance of the negotiator to the education of children.

Max A. Bailey is associate professor of Administration and Supervision at Loyola University of Chicago, and Thomas M. Kovalik is an assistant principal in Maywood, Ill.



Read this before you veto home-education requests

By Marion Ritter

WHAT do you do when a parent obstinately refuses to register and place his child in a school and, instead, insists on educating that child at home? Out of concern for the child's welfare, you might believe that your clear duty is to enforce the compulsory attendance law. You might be wrong.

In a trend that might surprise many U.S. school officials, courts are deciding in favor of parents when their right to educate their children at home is tested against compulsory attendance laws and similar regulations. The majority of these home-education cases are resolved by the courts through new and sometimes confusing interpreta-

tions of state statutes on compulsory attendance. In some instances, parents have been more dogged and more imaginative than school officials in finding provisions in state laws that permit home education. And, in a precedent setting decision in Massachusetts last November, a judge for the first time held that the standards and *procedures* the school board used to deny a home-education plan were unconstitutional.

Most of the school systems wound up in court simply because they had never had a request to allow parents to educate their own children before. They learned too late that it takes only one hasty or uninformed decision to create a lengthy, aggravating, costly controversy. You can protect yourself from a similar situation by keeping informed about legal precedents set by decisions in your own and other states. (The list

on page 39 provides sources of information.) Meanwhile, here are three examples of recent decisions in which school systems have found themselves in deep trouble. The last case provides guidelines on procedures that your board can use to review home-education requests.

1. The disposition in *Iowa Department of Public Instruction (D.P.I.) v. Sessions* shows how seemingly clear state statutes can be reinterpreted. Iowa is one of 32 states that allows home instruction under certain conditions. (Check your own state law; you could be in one of the 18 states that have no statutes on the subject at all, in which case you are even *more* vulnerable.) In Iowa, parents must obtain approval from the school superintendent or school board before withdrawing their children from school. The D.P.I.

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must concur with the school system's decision to approve the parent's educational plan. The education supplied by parents must be equivalent to the instruction that would be obtained in a public school and be given by a certified teacher.

Linda and Robert Sessions of Decorah, Iowa, ran afoul of the law when they enrolled their son, Erik, in an alternative school in another state and the D.P.I. judged their plan inadequate. Although the D.P.I. did consider the alternative school program equivalent to public school instruction, state education authorities judged that the Sessions had failed to comply with the requirement for providing instruction by a certified teacher.

A lower court found the Sessions guilty of violating the state's compulsory attendance law based on the lack of certified teachers in the alternative school. On appeal, however, a judge of the state district court reversed the decision on the grounds that "the state (upon whom the burden of proof rests in a criminal proceeding) has failed to prove . . . that the schooling for Erik is not equivalent (to that provided) by a certified teacher elsewhere." The D.P.I. was ordered to pay legal costs incurred by the Sessions family.

The decision is controversial because *both* equivalence of programs *and* teacher certification are required by law and because the higher court gave weight only to the regulation regarding equivalency. The state of Iowa has appealed to the State Supreme Court, but this appeal has yet to be argued. To succeed in having the ruling in favor of the parents reversed, the state will have to establish that a certified teacher could do a better job than Erik Sessions's current instructors—which might be difficult to prove.

2. Even a strict interpretation of state law by the court did not prevent the Norfolk (Virginia) school system from losing its case against Theo and Daniel Geisy. The Geisys won, they think, simply because they took the trouble to find a legally permissible way to educate their children at home. Says Theo Geisy, "If school officials had known the law, they would have avoided a lot of bad publicity."

It all began in January of 1978. Belatedly, the Geisys submitted a home-education plan to the school system after they had been reported for keeping their children out of school. The superintendent rejected their plan and or-

dered the children back to school. The Geisys refused to comply with the order, but it was a year before the school system brought two charges against the Geisys in the Norfolk Juvenile and Domestic Relations Court: (1) The children were in need of supervision, and (2) the parents failed to cause their children to attend school (a criminal offense). During that year, Theo Geisy set about establishing their case in a painstaking review of state laws to regulate schools.

Geisy discovered that Virginia requires a child to attend either a public or private school, or to have a certified teacher or tutor at home. Geisy, just short of a college degree, was not a certified teacher. Pursuing her research, Geisy learned that the state regulations governing private schools contain neither curriculum restrictions nor any stipulation that teachers be certified; the regulation simply states the hours and days of instruction required during each school year.

Geisy promptly had letterhead printed, hung a sign on her front door, and set up shop as the private "Brooks School," with her four children as the entire enrollment. When the case was decided in April 1979, charges brought by the school system were quickly dismissed by the court. Finding: The children were well supervised and they *were* attending a private school.

3. The Amherst (Massachusetts) school system got into a controversy with Peter and Susan Perchemlides by treating their request for approval of home education as though it were from a private school. Although Superintendent Donald Frizzle acknowledged that the form the school system uses for private schools was inappropriate, it was the only guide he had to offer the Perchemlideses. According to Wendy Sibbison, the attorney who later represented the parents, Frizzle suggested that the Perchemlideses needn't go into much detail on the application. He later rejected their plan, apparently because it lacked detail, Sibbison said. The Perchemlideses appealed to the school board. After reviewing the plan in several meetings (the Perchemlideses were present at only one of these), the board denied their request. "At this point," says Sibbison, "neither my clients nor the school board had any standards on which to work. My clients didn't know what testimony to give because they didn't know what the school wanted. . . . And when their plan was rejected, the school refused to give them any reasons, claiming that it had absolute discretion and was not required to explain its reasons for denying the request."

In April 1978, the dispute escalated; the school brought truancy charges against Peter and Susan Perchemlides,

Here's where to learn more about home education

Here are some easily accessible sources of information about compulsory attendance laws and home instruction:

- The National Organization on Legal Problems in Education, M.A. McGhehey, Director, 5401 S.W. 7th Ave., Topeka, Kan. 66606.

- *Clearinghouse Review Bulletins*, published monthly, summarize current home-education cases as they develop. Write: National Clearinghouse of Legal Services, 500 N. Michigan Ave., Suite 2220, Chicago 60611.

- The Committee on Academic Freedom of the American Civil Liberties Union (A.C.L.U.) has been studying home education for the past three years. Although the committee has not developed a definitive policy on the matter, its working papers are available on request from: A.C.L.U., Committee on Academic Freedom, 22 E. 40th St., New York 11016—Attn.: Bernard Beloush.

- Newsletters on home education cases nationwide are published monthly by Holt Associates, Inc., 308 Boylston St., Boston 02116; and from the National Association for the Legal Support of Alternative Schools, P.O. Box 2823, Santa Fe, N.M. 87501.—M.R.



and they countered with a civil suit against the school board to stop the criminal charges and to force the board to develop standards by which their plan could be approved.

Both sides claimed victories when Judge John M. Greaney of the Superior Court of Hampshire County (Massachusetts) handed down his decision last November. Superintendent Frizzle and lawyers for the Amherst school board claim *they* won, because Greaney ruled that parents may not remove their children from school without approval from the board. But, in his 30-page opinion, Greaney also treated in detail the standards and procedures the board may and may not use in approving or denying a home-education plan, which the Perchemlideses and their attorney took as a decision in *their* favor. In any event, the child, Richard Perchemlides, never returned to the Amherst schools, and truancy charges against his parents were dropped. Subsequently, a home-education plan for Richard was approved by the school board.

On the question of standards, Greaney's decision states that school policies on home education may *not*:

- ask why parents want to educate their child at home;
- deny approval on grounds that home schooling fails to provide a group experience, because this would effectively eliminate most home-education programs;
- demand a curriculum identical to that of the public school;
- consider whether such approval creates a precedent.

The same decision, however, *does* allow the superintendent and board to consider the following factors:

- the competency of the teacher (although certification is not required, the presence or absence of qualifications leading to certification may be considered; the board might, in other words, be justified in denying the request of a parent/would-be teacher who has only a grade-school education);
- instruction in subjects required by law or regulation;
- the manner in which subjects are taught, which should impart knowledge comparable to that received by students in local schools;
- the number of hours and days devoted to teaching;
- the adequacy of texts and materials and of methods and programs used;
- the availability of tests and measurements of progress.

Judge Greaney also spelled out the procedures school boards should follow to comply with constitutional guaran-

tees for due process:

- Parents must be given a full and fair hearing and have prior, detailed notice of the purpose and subject matter of the hearing.

- Parents have a right to call witnesses and examine witnesses, the right to counsel, and the right to have their request decided by a neutral and detached hearing body.

- The school board must have compelling reasons for denying a parent's home-education plan and must provide the parents with a full statement of these reasons.

Practically speaking, the "neutral hearing body" should be the school board. By implication, a school superintendent who advised his board in advance about a specific, controversial plan might jeopardize the board's neutrality.

Remember: Greaney's decision sets a legal precedent only in Massachusetts. Still, the case has excited interest elsewhere because of the detail with which Greaney treated a complex and growing problem. In addition, the advice provided by Mario D. Fantini, dean of the school of education at the University of Massachusetts in Amherst—both to the school board and to the Perchemlideses—might be useful to other school systems.

Fantini suggests several guidelines for judging parents' plans: "What the parents are trying to achieve should be clear, and it should be compatible with what the schools are trying to achieve. Basic subjects—reading and math—and processes such as thinking and judging must be covered. And parents must present a way to evaluate the program. Where there has to be leeway for differences is in the methods parents intend to use to achieve goals."

Measurement of a child's progress can be formulated in cooperation with the parents. In the case of the Perchemlides family, Fantini suggested an "archival" approach to measurement. Essentially, Richard Perchemlides, the student, developed a portfolio indicating what he learned—pictures, audiotapes, and videotapes of the places he explored and the activities he engaged in, along with lists of the books he used.

Fantini also suggests that the superintendent appoint a panel composed of (1) the principal and (2) a teacher in the school the child would have attended, (3) an administrator, and (4) a counselor from a school system headquarters. The panel would both **approve the program** initially and review it over time. "The idea is to be helpful," says Fantini. "Even if parents have ideas about what they want to do and how they want to do it, they need resources that the school can offer." □

Citizens can help bamboozled boards

By Richard L. Johnston

THE TROUBLE with school boards is that they are trapped by the educational system they are supposed to oversee. Here's a hypothetical example of what I mean:

Judith Patterson is a newly elected school board member. While reading about current issues in public education, she becomes concerned about reading and writing skills: She wants to be sure the schools are preparing students adequately for competency tests. For example, does the scope of reading materials used in classrooms—stories, plays, texts, poems, novels—include the kinds of passages likely to appear on tests? Are students regularly required to turn in written compositions?

Patterson wants to discuss her concerns with the system's English and language arts curriculum supervisor, but she is told—by other members of the board—that *good* board members act only through the board, not as individuals. So at the next board meeting, when new business is considered, Patterson brings up her questions. The superintendent responds: He is *quite* familiar with the way English is taught at all grade levels, he says, and based on his *professional* experience, there is nothing to worry about.

Patterson then makes a formal appointment with the superintendent, but their meeting is inconclusive. He reassures her once again that all is well, but offers no evidence to support his convictions. Dissatisfied, she draws up a request for a formal report on the English and language arts curriculum as it relates to testing. She sends copies of her request to the superintendent, all board members, and the local newspaper.

At the next board meeting, the battle-wise superintendent states that "in view of Ms. Patterson's reiterated concern," he agrees that a full report might, indeed, be useful. His office would be *glad* to prepare such a report. But Patterson wants faculty and community involvement in studying the issue. Another board member, however, dis-

agrees: "It is not our job to *run* the school system," he says, "only to *see* that it is well run." The board then votes to let the superintendent handle the study.

After a few weeks, the superintendent makes his report: The curriculum has been evaluated, he says, and is entirely satisfactory. But in the meantime—because of newspaper reports on the matter—parents have begun to attend board meetings in large numbers, loudly demanding a back-to-basics approach to teaching both reading and writing. After several newspaper editorials and letters to the editor, the board decides that perhaps a full-scale study of reading, writing, and testing is in order after all. The superintendent agrees to a study group comprising faculty members and administrators he chooses and members of the community appointed by the board president.

The committee convenes, but interest soon wanes. Some teachers become defensive. Community members begin to appear at meetings less frequently. Unfamiliar with much of the education theory and language being bandied about, they feel useless, even bothersome. Administrators defend the status quo and eventually are successful in guiding the group's conclusions.

When the report (it concludes once again that the relationship between language arts and minimum competency tests is satisfactory) finally is presented, the board breathes a collective sigh of relief. By that time, members are sick of the whole subject and more than a little sick of Patterson. The matter is put to rest, characterized by the board president as "much ado about nothing." Patterson decides her days of rocking the boat are over.

The trouble with school boards—as this example shows—is that they can't act with the same certainty that a city council or even a sewer commission can. The reasons: (1) Schools trigger unusually emotional responses from the public, and (2) educators consider schools their private domain, even though they don't agree among themselves on what schools should and should not do.

Given this climate, it's no wonder that school boards tread softly when

tampering with curriculums, instruction, or personnel matters—anything beyond the normal nuts and bolts of the typical board meeting. No wonder, either, that school administrators are so successful in restraining board aspirations: Amid the emphasis on board cohesiveness, the administrative team, good board-superintendent relations, good teacher relations, and school-home communications, unsolicited new ideas from individual board members often elicit little response. Harmony, instead, becomes sacrosanct. Under such circumstances, a board member like Judith Patterson becomes the irritating disrupter of a smooth-running and efficient school system.

Another problem school boards face is that they operate in a vacuum, largely ignored by the public they represent. Only seldom does an issue arise that piques the public interest—and even then community members normally respond with emotionalism rather than suggestions for new approaches. Yet, it's up to these constituents to turn school boards around. An organized citizen group—one that's broadly based, responsible and objective, interested in persuading rather than pressuring—could be the source of innovative proposals that deserve the board's serious consideration.

Suppose, for example, that such a citizen group had studied the questions Judith Patterson brought up. The group could have solicited faculty and administrative opinions *independently*, without being a threat to either one. It could have perused the professional literature at leisure, asking for faculty explanations as needed. This approach might well have led to an impartial report to the board before battle lines were drawn. The board, then, could have been flexible in handling the report, because it didn't initiate it. The superintendent could have judged the weight of public sentiment; citizens could have advocated their theories without dividing the board.

Without the formation of such groups, the trouble with school boards is likely to continue. And that means an old political saying might be true: People get the kind of governments (and school boards) they deserve. □

Richard L. Johnston is former school board president and former chairman of a "better schools committee" in Mountain Lakes, N.J.

Check your state energy office for help

(Continued from page 32.)

Massachusetts: Energy Policy Office, 73 Tremont St.—Room 700, Boston, Mass. 02108. (617) 727-4732

Michigan: Robert Cappelletti, Acting Director, Michigan Energy Administration, Michigan Department of Commerce, Law Building—4th Floor, Lansing, Mich. 48913. (517) 374-9090

Minnesota: John Millhone, Director, Minnesota Energy Agency, 740 American Center Building, 160 East Kellogg Blvd., Saint Paul, Minn. 55101. (612) 296-6424

Mississippi: Pete Wally, Director, Mississippi Fuel and Energy Management Commission, Woolfolk State Office Building—Room 1307, Jackson, Miss. 39302. (601) 354-7406

Missouri: J. Abbott, Program Manager, Missouri Energy Program, Department of Natural Resources, P.O. Box 1309, Jefferson City, Mo. 65101. (314) 751-4000

Montana: Bob Anderson, Montana Energy Office, Capitol Station, Helena, Mont. 59601. (406) 449-3750

Nebraska: George J. Dworak, Director, Nebraska Energy Office, P.O. Box 95085, Lincoln, Neb. 68509. (402) 471-2867

Nevada: Noel Clark, Administrator, Nevada Department of Energy, 1050 East Will—Suite 405, Carson City, Nev. 89710. (702) 805-5157

New Hampshire: Marshall Cobleigh, Executive Vice Chairman, Governor's Council on Energy, 26 Pleasant St., Concord, N.H. 03301. (603) 842-2121

New Jersey: Joel R. Jacobson, Commissioner, Department of Energy, 101 Commerce St., Newark, N.J. 07102. (201) 648-2744

New Mexico: Nick Franklin, Secretary, Department of Energy and Minerals, P.O. Box 2770, Santa Fe, N.M. 87501. (505) 827-2471

New York: James L. Larocca, Commissioner, New York State Energy Office, Agency Building No. 2—10th Floor, Empire State Plaza, Albany, N.Y. 12223. (518) 474-8181

North Carolina: Brian Flattery, Director, Energy Management Division, North Carolina Department of Commerce, 215 East Lane St., Raleigh, N. C. 27601. (919) 733-2230

North Dakota: T. Dwight Connor, Energy Conservation Coordinator, State Office of Energy Management, Capitol Place Office, 1533 North 12th St., Bismarck, N.D. 58501. (701) 224-2200

Ohio: Robert S. Ryan, Director, Ohio Energy and Resource Development Agency, State Office Tower—25th Floor, 30 East Broad St., Columbus, Ohio 43215. (614) 466-8102

Oklahoma: Richard G. Hill, Oklahoma Department of Energy, 4400 North Lincoln Blvd.—Suite 251, Oklahoma City, Okla. 73105. (405) 521-3941

Oregon: Fred Miller, Director, Department of Energy, 528 Cottage St., N.E., Salem, Ore. 97310. (503) 378-4131

Pennsylvania: William B. Harral, Executive Director, Governor's Energy Council, State and Third Sts., Harrisburg, Pa. 17120. (717) 787-9749

Rhode Island: Dante Ionata, Director, Energy Capability and Management, State

Energy Office, Providence, R.I. 02903. (401) 277-3374

South Carolina: Robert J. Hirsch, Director, Energy Management Office, Edgar Brown Building, 1205 Pendleton St.—Room 342, Columbia, S.C. 29201. (803) 758-2050

South Dakota: James Van Loan, Director, Office of Energy Policy, State Capitol, Pierre, S.D. 57501. (605) 224-3603

Tennessee: Edward J. Spitzer, Director, Tennessee Energy Authority, 250 Capitol Hill Building, Nashville, Tenn. 37219. (615) 741-1772

Texas: Alvin Askew, Administrative Assistant for Energy Resources, Office of the Governor, 7703 North Lamar Blvd., Austin, Texas 78752. (512) 475-5491; and Milton Holloway, Executive Director, Texas Energy Advisory Council, 7703 North Lamar Blvd., Austin, Texas 78752. (512) 475-7017

Utah: Reed T. Searle, State Energy Coordinator, Department of Natural Resources, State Capitol—Room 438, Salt Lake City, Utah 84114. (801) 533-5424

Vermont: Ronald Allbee, Director, Vermont Energy Office, Pavilion Office Building, 109 State St., Montpelier, Vt. 05602. (802) 828-2768

Virginia: George L. Jones, State Coordinator, Office of Emergency and Energy Services, 7700 Midlothian Turnpike, Richmond, Va. 23235. (804) 272-1441

Washington: Fred Adaire, Acting Director, Washington Energy Office, 400 East Union St.—1st Floor, Olympia, Wash. 98504. (206) 753-2417

West Virginia: John Herholdt, Director, Fuel and Energy Division, Governor's Office of Economic and Community Development, 1262 1/2 Greenbrier St., Charleston, W.Va. 25305. (304) 348-8860

Wisconsin: Victoria Potter, Director, Office of State Planning and Energy, 1 West Wilson St.—Room B130, Madison, Wis. 53702. (608) 266-3382

Wyoming: Steve Freudenthal, State Planning Coordinator, 2320 Capitol Ave., Cheyenne, Wyo. 82002. (307) 777-7574

NSBA Views

(Continued from page 48.)

on agreeable issues. The concept that cannot be sloughed, in any case, is constituency integrity—the incumbency to focus on the primary interests of the membership. This is the reason for an association's existence, and it must remain paramount. In NSBA's case, that primary interest is the single-minded commitment of school board members to high quality education.

3. A new style of educational association leadership has developed. Successful participation in rolling coalition leadership demands certain temperament traits in addition to sound management judgment. These traits include the capacity to work together with other associations in a positive spirit of compromise, the

ability to disagree agreeably when compromise is not possible, the desire to create an environment of trust and openness, the resolve to resist the temptation to attempt to dominate the coalition, the proper sensitivity for the massive egos and identity complexes that characterize all associations, the patience to work for long-term goals, and a realization of the importance of good communications among coalition members.

NSBA recognizes these three realities of educational association work. It participates in the Educational Leaders Consortium (an umbrella organization of national associations of school governance and administrative personnel), the Forum of Educational Organization Leaders (a group of all the major national associations in education and teacher training), the Joint AASA/NSBA Committee, and the Joint NASBE/NSBA Committee. NSBA also invites AASA, NASBE and CCSO representatives to NSBA Policies and Resolutions Committee meetings and engages in a variety of other efforts to cooperate closely with educational and other governmentally related associations at the national level. And it's all because together we can do so much. □

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THE AMERICAN SCHOOL BOARD JOURNAL

OCTOBER 1979

Read this month's Ballot Box (see contents for page number) and cast your vote by marking the appropriate box at the bottom of this card. You may also use the space on this card for any comments you have about the Ballot Box proposition in this issue.

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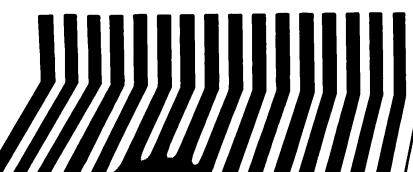
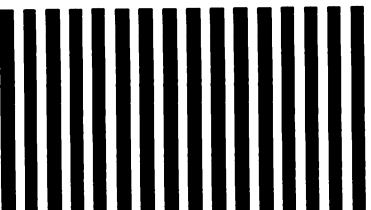
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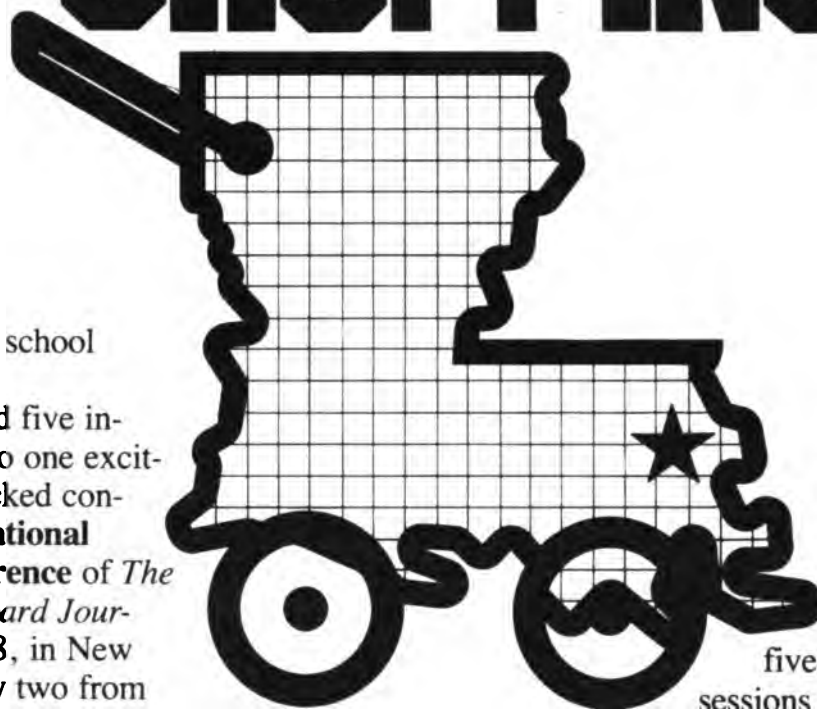
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Query: Abandon Social Security?

School systems are among the few U.S. enterprises that are allowed to drop out of the Social Security program (watch for our detailed report coming soon). Some school systems already have dropped out—largely because their administrators say better benefits can be provided for employees by setting up tax sheltered annuities. The *Ballot Box* question for October: "Should a school system drop out of Social Security?"

From one of the lettered choices listed in the subsequent paragraphs, select the answer that most closely reflects your opinion, and circle the corresponding letter on the postage-paid card facing page 43. Please select one answer, but add your comments in the space provided on the card. Results will be reported in the December JOURNAL.

A. Social Security provides benefits that are unavailable elsewhere at any price. The system needs all our tax dollars just to stay afloat. To withdraw our money would mean that retirees in the

next few years might not be able to collect all the benefits due them. We must provide for those receiving Social Security benefits now, so that when our time comes, we, too, will benefit.

B. We should work hard for reforms of the Social Security Act. The federal retirement system already has billions of dollars of taxpayers' money and thousands of employees on the payroll, so we should try to improve Social Security within the existing structure.

C. Without withdrawing from Social

Security, we should counsel employees in the best ways to invest money, so they can offset the limited benefits Social Security offers. There are many ways to provide for the future—employees need only be informed of them.

D. The Social Security system will be bankrupt within 50 years. If the federal retirement system cannot provide the best possible benefits, it's our duty to employees to withdraw our money and to implement the most comprehensive benefit package our money can buy.

How to vote

It's important, free and easy. And it makes your opinion count with school leaders from across the U.S. and Canada. Here's how to vote: Locate the *Ballot Box* section at the bottom of the reader reply card on page 43. Mark your choice by letter, detach the card, and drop it in the mail—we've paid the postage. You need not sign your name, but please check the appropriate box in order to identify yourself as a school board member or administrator. If you care to, write a comment or two across the ballot. We'll tally your votes and publish the collective opinions of readers on the question in the December JOURNAL.

Finding: Teach those kids English

School leaders are vehemently opposed to bilingual education. You are, that is, if the response to our August *Ballot Box* question is any indication: A whopping 69 percent of you said that schools should stay as far away as possible from involvement in bilingual and bicultural education programs. Some sample responses: "This is the way we plan to do it, and the feds can go to hell," says a superintendent in Kansas.

"Bilingual program staffs tend to 'hold captive' the children in such programs," says a member of Connecticut's state school board. "Children become the staff's 'job insurance.' There should be a maximum (two or three years) permissible enrollment by students. Then—/send the kids/ to regular classes."

The notion of teaching students in other languages brought out the patriotism in many U.S. readers:

"This is America, and if people choose to live here, they /should/ accept

our culture," writes an Illinois board member.

"For our states to remain united we must /retain/ a common language. We welcome those from other nations who wish to be Americans, but should not encourage those who wish to set up an extension of a foreign nation on our soil," says a Virginia board member.

"My great-grandfather forbade the use of any language other than English in his home. He came to this country on a crust of bread, and broke all his ties with his homeland," says an Illinois superintendent.

Twelve percent of you chose this answer: "We have—or should have—several programs to help prepare non-English-speaking students to meet the demands facing them in public schools."

Said a California board member: "The public school is the obvious place for the foreign child to learn how to speak English—and it's not going to

happen by itself."

Ten percent of you said that most bilingual programs are inadequate and that schools should do more. "We participate in an outstanding Title VII bilingual/bicultural program, which we believe is insufficiently funded. We believe that bilingual education is for all American children and that bilingual persons are advantaged, not disadvantaged, in today's society," writes an assistant superintendent in Vermont.

Nine percent of the respondents said their school systems are largely unaffected by special bilingual education programs.

And one Michigan board member wrote, "None of the answers fit my opinion. I feel local extended services or evening classes should assume a larger role in teaching English to these youngsters. At one time, all foreign students attended special classes in English prior to attending regular school. To me, this is educationally sound." □

All school officials, school board members and municipal officials have a responsibility to protect the property under their control.

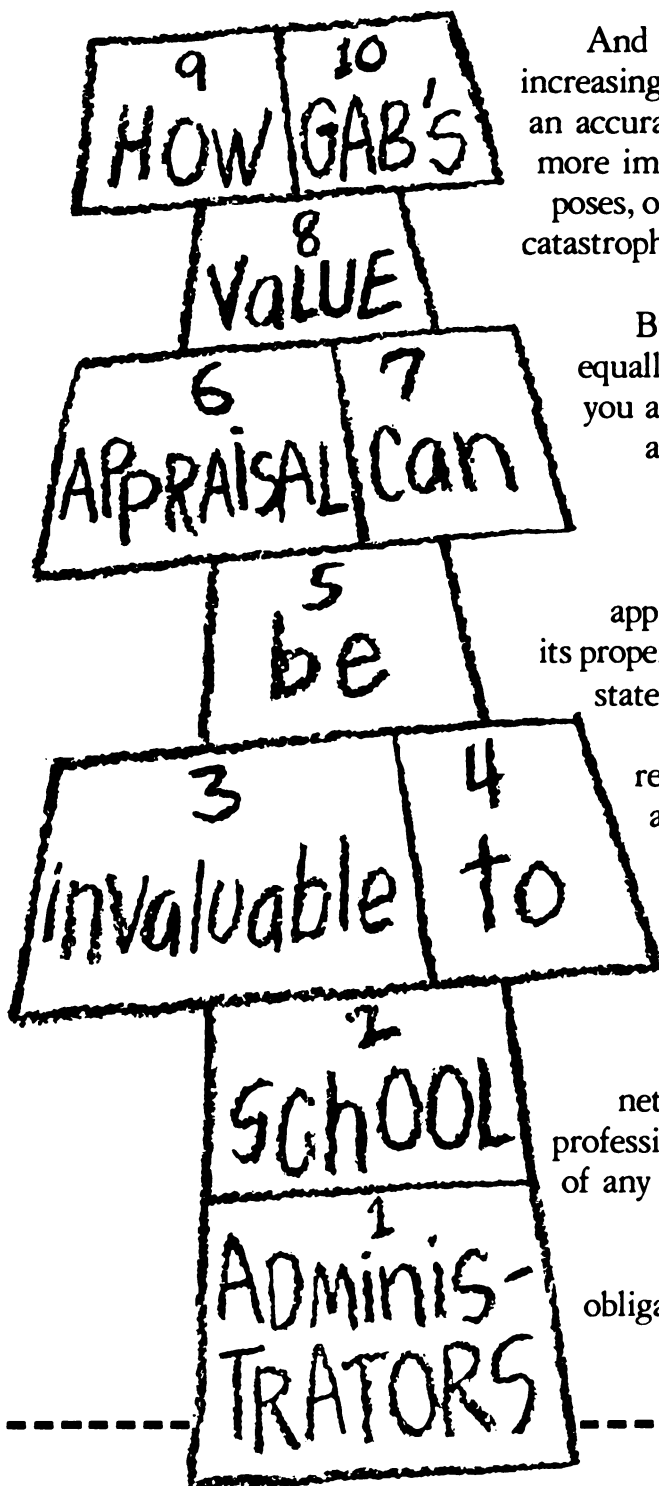
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By Hiroshi Yamashita
President
National School Boards Association

The education board members need

Attending as many meetings and conferences as I do, I've found them generally to be carefully planned and beneficial to their participants. But I haven't seen many opportunities for participants really to sink their teeth into the meat of the matter. Formats have been mostly informational—giving and receiving.

Information to develop sensitivity and awareness certainly is important, especially since today's school board members and professional educators are held accountable for so much. Nevertheless, participants may benefit more from meetings that include "hands-on" experiences—where participants put their hands figuratively on an issue or a problem for purposes of examining it. The

meeting's leader(s) don't merely talk at participants. Knowledgeable about the topic, they guide the discussion and they inject appropriate key concepts. Participants, consequently, learn from each other as well as from their leaders. I have conducted portions of the NSBA Board of Directors' meetings in this manner, with NSBA staff or other experts serving as consultants. Each board member leaves the meeting with a greater working knowledge of the topic than when we started. Enthusiasm builds for translating that knowledge into action.

With so many issues facing all of us, we need to know and learn more as fast as we can. It makes sense, therefore, that conferences and meetings be planned so that their attendees leave with better ideas on a given problem or issue. Hands-on sessions must be organized so people can use materials for actual involvement;

the senses must be challenged—auditory, visual, and tactile. To be sure, there's merit in setting out an educational smorgasbord to accommodate a wide range of interests and needs, but that approach ought not be overdone. School board members, especially, want to leave a conference with a concrete idea or two that can be tried out—or at least bantered about—at the local level.

In some communities, school administrators have found the hands-on approach beneficial in "educating" board members in a positive manner. Professionals have been able to walk board members through documents, processes, or whatever, shedding light on a topic from many perspectives through concentrated, focused give-and-take sessions. The payoff has been evident: Informed board members generally give greater support to their school systems.

School boards can't go it alone

By Thomas A. Shannon
Executive Director
National School Boards Association

"Who controls the public elementary and secondary schools in the United States?"

It was the title of the first session of the school law course I taught as a professor of law and education. When that session's three hours had ended, the classroom's 30-foot chalkboard was covered with answers—words such as the U.S. Constitution, Congress, President, federal judiciary, state constitution, the three branches of state government, state school boards, central office administrators, principals, teachers, citizens, parents, secondary school students, special interest groups, and on and on.

Obviously, no single person or group "controls" the public schools. To contend otherwise is to be a bunk-

sayer. In fact, everyone has a piece of the action. And that's the way it's supposed to be in our checks-and-balances system of democratic government.

And so it is with educational associations. The clear realization that power over the public schools is utterly diffused through elaborate strata of government and a complex societal maze yields three conclusions for associations in education:

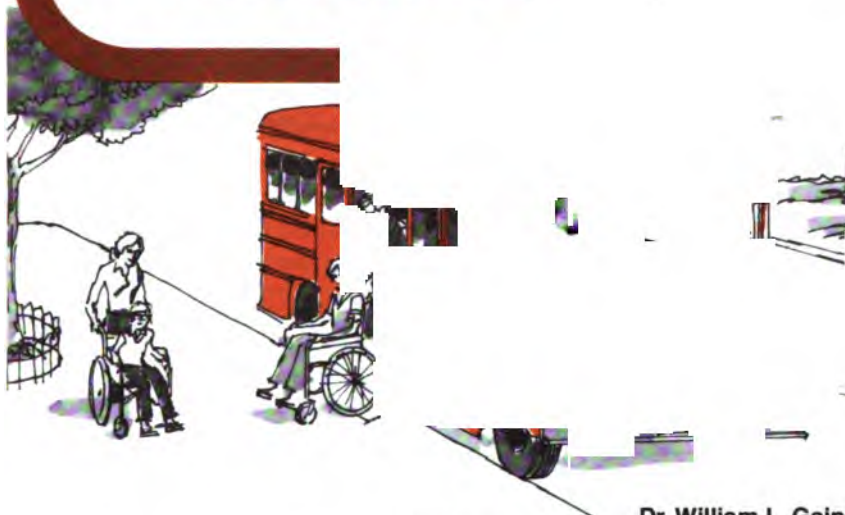
1. An educational association cannot be truly effective by "going it alone." Although a fiercely independent association stance—characterized by strident rhetoric, outright refusal to accommodate other points of view, and unrelenting efforts to dominate the field—may be attractive to its constituents in the short run, an association operating that way quickly becomes isolated and, therefore, ineffective.

2. An educational association must participate in coalition building with other associations. In education, most associations can agree on 95 percent of the issues, and a "rolling coalition" is the best way to deal with them. When associations can agree, they roll in, and when they disagree, they roll out. This does not mean that an association may not disagree with another. Indeed, to preserve its own integrity and faithfully serve its constituency, some disagreement is inevitable. For example, NSBA is the champion of—and advocate for—local lay control of the public schools as the best path to good education. This fact may result in a refusal to compromise on basic issues that threaten to obstruct the path. But where such threat looms, NSBA then should roll out of the coalition in a way that will not hinder its later efforts to roll back in

(Continued on page 42.)



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Dr. William L. Gainer,
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Bathroom notes. Last year in Bethlehem, Pa., a miracle of sorts happened when a local plumber was called to unclog a toilet at a service station. The blockage was caused not by the usual goo, but by a wad of more than \$3,000 in \$100 bills. Later in Bethlehem, a cleaning woman found several \$100 bills stuffed into pipes of a toilet at a local restaurant. A total of more than \$4,400 in \$100 bills was recovered. The police said that while it wasn't Christmas in Bethlehem, "we have no idea how it got there," and added, "It's something that doesn't happen every day."

An idea whose time has come? During the recent debate over the proposed separate department of education, one of the main tactics of separate-department-foes was delay. By offering amendment after amendment, opponents managed to extend consideration of the bill on the House floor for more than 20 hours. One of the amendments was Representative John Erlenborn's (R-Ill.) proposal to name the new agency the Department of Public Education and Youth—D.O.P.E.Y.

ILLUSTRATION CREDITS

Cover, pp. 23, 25, 29: Illustrations by Phillip Gill. P. 31: Illustration by Margaret Reeder Burks. Pp. 38, 40: Illustration by Stephen Hanks.

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Jacqueline Young, Director
Center for the Study of Collective Bargaining in Education
Montague House
University of Massachusetts,
Amherst, 01003
413-545-0395

coming

•*Annual meeting of the National Organization on Legal Problems of Education.* Discussions of collective bargaining, equal employment opportunities (Weber case), First Amendment rights (Mt. Healthy case), and recent desegregation cases. Address by Jack Greenberg, N.A.A.C.P. chief counsel. For information, write: Tom Jones, NOLPE, 5401 Southwest 7th Ave., Topeka, Kan. 66606. In Las Vegas, Nov. 15-17.

•*The 1979 National Educational Conference of The American School Board JOURNAL.* Action-oriented sessions on setting up a true "basics" curriculum, evaluating staff, understanding a school district budget, and maintaining a school public relations program. For information, write: JOURNAL Conference Registration, The American School Board JOURNAL, 1055 Thomas Jefferson St. N.W., Washington, D.C. 20007; 202/337-7666. In New Orleans, Nov. 15-18.

•*State/provincial school board association conventions.* For information, get in touch with the association headquarters in your state or province. Montana, in Billings, Nov. 1-3; Wyoming, in Jackson, Nov. 1-3; Nevada, in Elko, Nov. 3-5; Missouri, in Tan-Tar-A, Lake Ozark, Nov. 4-6; North Dakota, in Bismarck, Nov. 7-9; Alaska, in Sitka, Nov. 7-11; Idaho, in North Shore, Coeur d'Alene, Nov. 8-10; North Carolina, in Charlotte, Nov. 8-10; Oklahoma, in Oklahoma City, Nov. 11-13; Ohio, in Columbus, Nov. 12-15; Oregon, in Portland, Nov. 14-16; Iowa, in Des Moines, Nov. 15-16; Maine, in Augusta, Nov. 15-16; Nebraska, in Lincoln, Nov. 15-16; Illinois, in Chicago, Nov. 16-19; Kansas, in Topeka, Nov. 25-27; Minnesota, in Minneapolis, Nov. 26-27; Alabama, in Birmingham, Nov. 29-30; Utah, in Salt Lake City, Nov. 29-30; New Mexico, in Roswell, Nov. 30-Dec. 1.

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Little Freddie is a federal form; watch him grow fat and squash schools

By Dan Levin

SOMETIME last fall you might have received LIBGIS IV. Not a foreign car or a member of the nobility, LIBGIS IV was a three-page Library General Information Survey that went to more than 3,500 public school libraries with the idea of finding out, among other things, who works in those libraries and how the libraries are stocked and used.

We know what happened. You picked up LIBGIS IV, flipped through it, noticed the questions asking you to measure the length of shelving, count the number of seats, and calculate the "reference transactions per typical week," and then you muttered: How in the hell do they think up these forms and what good are they?

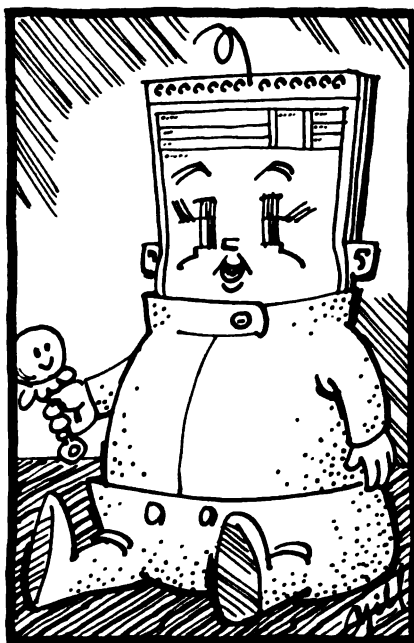
The latter part of that question is all but unanswerable (see story on page 19), but we're going to take a shot at answering the first part—how and why the forms are devised. Keep in mind, while reading the following life story of a form, that we're not picking on LIBGIS IV; it's no better or worse, more necessary or frivolous, than any federal form for education. But the array of forms that the federal government will be sending you and your colleagues this year simply is too vast and complicated to analyze or understand in total. So, by way of a specific example to illustrate

some general points about federal paperwork, we offer the following biography of LIBGIS IV:

Freddie is born

The stork didn't bring him and no one would call him a little bundle from heaven. His arrival wasn't heralded in the press, nor was the event celebrated by proud parents. In fact, his birth was part of such an incredible boom that it probably was redundant, if not downright burdensome.

Let's call him Freddie. Freddie the Form.



Freddie was no accident; his conception was rationally, if a bit naively, planned. As far back as 1965, a Great Society courtship blossomed in the education committees of the U.S. Senate and House of Representatives during discussion of the Elementary and Secondary Education Act (E.S.E.A.). Lyndon Johnson was President and supporters of federal aid to education were all hearts and flowers.

Title II, later to become Title IV Part B, provided for a grant program that would enable states to help local school systems buy library books and equipment. Each state received money from the federal government according to a formula based on population, and everybody was happy because school libraries grew. Eventually, things went beyond the hand-holding stage when Congress was discussing the reauthorization of E.S.E.A. One thing led to another and Freddie was begat because Congress wanted to know if the money for libraries was reaching those who most needed it.

Freddie meets his relatives

Only part of Freddie's birth certificate can be found in E.S.E.A.; the remaining information is scattered around the government in various file cabinets. Some people point to the charter legislation for the National Center for Education Statistics (N.C.E.S.) as part of Freddie's heritage. Others say Freddie really was born in the job description of the

Dan Levin is an associate editor of the JOURNAL.

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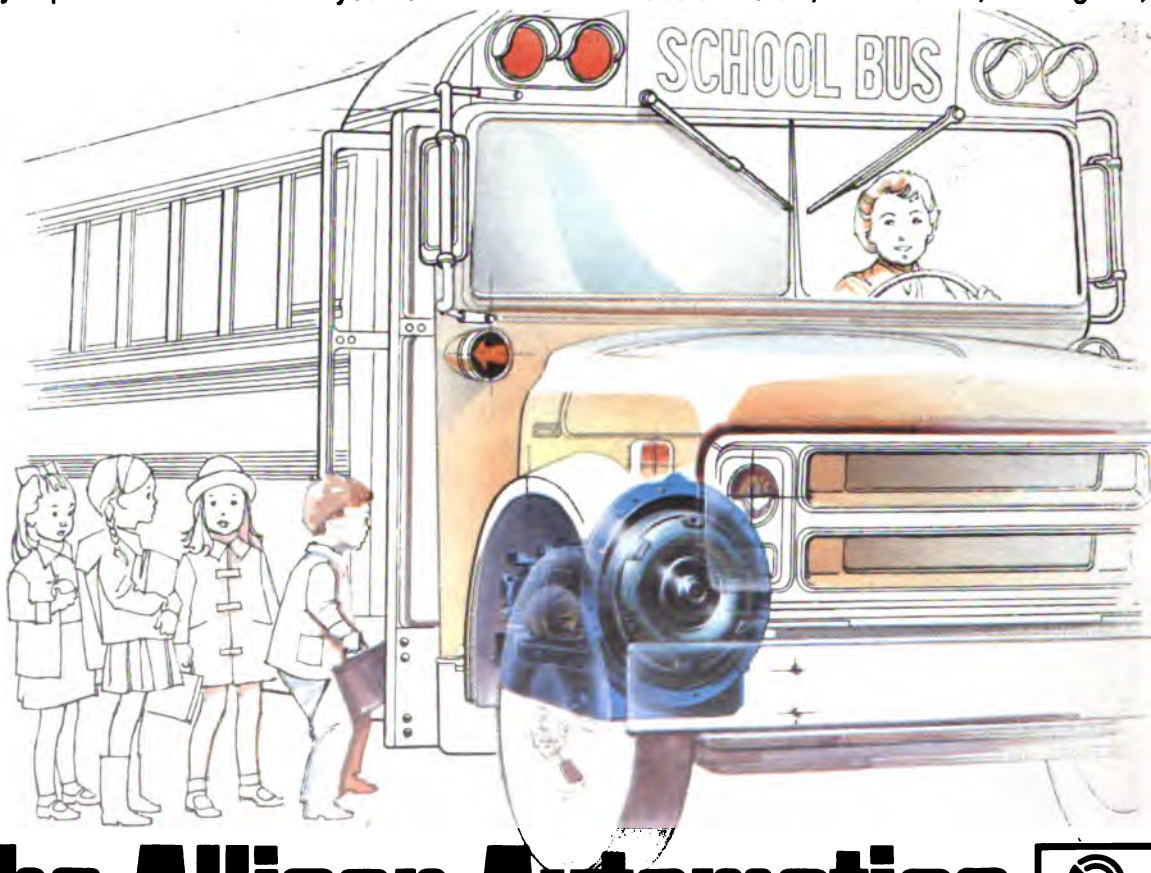
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EMBER 1979

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Paperwork

helped shape Freddie the Form will have a chance to use some of the information Freddie gathered.

What did Freddie find out? Who besides Milbrey Jones, who admits she needs only half of Freddie's data to administer Title IV B, needs information

about public school libraries? What objections to Freddie did the people on CEIS have and why did one CEIS official call Freddie "a good example of a nice-to-know study" and then charge that N.C.E.S. "ought to pick and choose (the surveys it does) better" because it only has a \$10 million budget? *Was Freddie really necessary?*

Judge for yourself:

•The Bureau of Indian Affairs asked that Freddie be sent to 200 schools on Indian reservations so B.I.A. could find out, for the first time, how many Indian

children had access to library books.

•The National Commission on Libraries and Information Science (N.C.L.I.S.), a permanent independent agency that coordinates all library and information science at the national level, requires certain statistics that Freddie provides. N.C.L.I.S. conducts two studies—the "National Inventory of Library Needs" and the "Effectiveness of Federal Funding for Public Libraries"—for which LIBGIS provides information. N.C.L.I.S. also conducts the White House Conference on Libraries,

Feds promise paperwork cuts, but

Complaints about how much time and money school officials spend annually filling out federal paperwork have become as redundant and burdensome as the paperwork problem itself. Recently, officials of the San Diego schools came to Washington with a meticulously detailed report on what it costs their system to fill out paperwork. The report was nearly 100 pages. Congress has conducted hearings on paperwork problems in elementary and secondary education and the 580-page hearing record is inarguable—and lengthy—testimony to the problems of superintendents, principals, teachers, and other school folks.

The feds know about your paperwork problems. They have heard you, although this doesn't mean they're even close to a solution. "Everyone's got religion," says Frank Corrigan, executive director of FEDAC, the Federal Education Data Acquisition Council. But while evidence shows efforts are being made to tackle some of the most nagging problems associated with paperwork, there's also an indication that those efforts are little more than fingers in the dike. Every time Congress passes a new program, reporting requirements go along with it. Congress mandated 68 new surveys in the last two times it reauthorized the Elementary and Secondary Education Act. Fortunately, a conference committee reduced that number.

FEDAC is a brand new agency in the National Center for Education Statistics (N.C.E.S.). Every single request for information from school systems must pass through FEDAC. This clearinghouse concept for education paperwork is not new, but the FEDAC approach might plug a few more dikes. Before FEDAC

came into existence earlier this year, EDAC (take the "Federal" off FEDAC) reviewed all education data requests from the Department of Health, Education and Welfare. The Office of Management and Budget (O.M.B.) reviewed all other education data requests, such as those coming from the departments of Agriculture, Labor, or Justice, as well as those EDAC already had reviewed. The problem, according to Jack Jennings, chief counsel to the House Education and Labor Committee, was that O.M.B. "was trying to do everything, so it didn't do anything." Congress wrested control of education paperwork from O.M.B. because lawmakers were concerned that O.M.B. was not responsive to educators' problems.

But FEDAC is not without its own problems. It is understaffed; only six professionals work full time to review data requests. It is a political football; some bureaucrats and Capitol Hill folks still think O.M.B. should review everything. It is underfunded; its money comes from N.C.E.S., which has only \$10 million to spend annually. Worst of all: Frank Corrigan's hands are tied by federal laws that require data collections. Rarely does FEDAC refuse outright to allow a survey to be conducted. Dike-plugging (in the form of checking for redundancy, editing questions for ambiguities, and pressing program administrators to consolidate where they can) is about the best Corrigan can do.

Not that Frank Corrigan's job is futile, but "tinkering with individual items," he says, "is not going to reduce the burden."

Corrigan cites the student aid form as an example of how FEDAC plugged a

dike only to be inundated by a waterfall. The form has been made more concise, almost to the point where colleges are saying there's not enough information to make scholarship decisions; it takes only two-thirds the time to fill out the student aid questionnaire. But since Congress raised the income level for scholarship eligibility, many more people are applying for aid. The response time on individual forms has gone down, says Corrigan, but the man-hour response burden has gone up. The story is similar with many federal programs and forms, says Corrigan.

Where Corrigan and the rest of the education bureaucracy need help is during the review process. It does not help Corrigan to know how long it took to fill out a form or how much money the schools spent on paperwork. It does help Corrigan to know that school officials think certain questions are irrelevant or too difficult to answer. "But they must react at a time when they still can have an impact," says Corrigan. "It is not a hollow exercise to comment on a proposal in the *Federal Register*. We do look at comments, and change things."

One of Corrigan's chief complaints is that some school officials make their paperwork problems into a self-fulfilling prophecy: In answering an open-ended question, some school officials will write 50 pages instead of five. "They just give too much information. They do it out of fear, or so they won't get audited, or to make sure they get their program funded," says Corrigan. Limits should be placed on these types of questions, he says. "We need better data, not more data."

One of FEDAC's major efforts over the

Freddie's data will help provide information for that symposium. By law, Freddie is required to cooperate with the state.

National Commission on New Technological Uses of Copyrighted Materials (CONTU) also, by law, receives cooperation of N.C.E.S. At CONTU's request, Freddie included questions on interlibrary loans and reproduction of library materials, although public libraries make very few interlibrary loans.

Freddie, the United Nations Educa-

tional, Scientific and Cultural Organization, publishes an annual *Statistical Yearbook*. UNESCO would be without data from the U.S. if it weren't for Freddie.

•The industries depending on libraries—publishing, audiovisual, research, construction, engineering—need Freddie's data for marketing purposes. They wouldn't be able to tell school officials what their libraries really need nor would they be able to sell you what they make if it weren't for Freddie.

If you had known all this when Fred-

die arrived on your doorstep, maybe you wouldn't have cursed—or knowing this information, maybe you wouldn't have filled Freddie out at all.

But why blame poor Freddie? He's just one innocuous form. There are boatloads of bigger, badder, more burdensome forms—so many that the government can't find them all or put them all in one place (we know because we asked). Like a good kid gone bad, Freddie is a product of the system—in this case, a system that needs paperwork to live and grow. The system is thriving. □

Don't hold your breath waiting

Nine months was to design a computer redundancy check. Corrigan, however, believes redundancy among forms is "a straw man," that it's not as bad as people make it out to be.

Nevertheless, the people at CEIS, the Committee on Evaluation and Information Systems of the Council of Chief School Officers (C.C.S.O.), revere the form that FEDAC reviews for redundancy, criticizing the surveys, and demanding changes. Some bureaucrats have come to resent the people at CEIS, because if CEIS gets what it wants, the chief state education officers won't cooperate with the effort.

George Rush runs CEIS out of the DOE office in Washington. He says it reflects its efforts at surveys that have the greatest impact on school systems—that "our dialog shapes and defines almost every survey we look at." He shares company with Corrigan on the question of redundancy and information. The problem, he says, is that "Everyone wants to protect his own turf. Everyone has his own pet project," says Rush. "It might cost more to go to another federal agency to get the answer to a question than it costs to ask the question over again dozens of people in the field. So the question is asked again. Of course, that doesn't take into account what it costs to get local people to respond to the survey," Rush points out.

Both the Senate and House education committee Counsel Jack Jennings think this is a step in the right direction in the government's effort to cut paperwork. Both praise Frank Corrigan, but say FEDAC alone will not make a

big dent in the problem. Jennings says that the new federal mandate requiring that all data requests for the school year be published in the *Federal Register* by the preceding February 15 will give school officials enough lead time to prepare for certain data requests.

Rush thinks the February 15 list is a good idea, but isn't sure it will do that much good in practice. He says existing loopholes might enable researchers to bypass the February 15 reporting requirement under certain conditions, although Congress said that should not happen often. He also says listing a survey nine months prior to the start of the school year will not do much good if its contents are not known.

Another requirement, added among the paperwork-reduction amendments to the Elementary and Secondary Education Act 1978 reauthorization, forces states to indicate which questions they have added to a federal form. That way, says Jennings, "if there's dissatisfaction, school officials can direct it at the right target." Jennings, Rush, and Corrigan all agree that the federal government too often bears the brunt for paperwork problems caused by the states.

But don't let any federal education official deceive you by citing figures purporting to show how much the feds have reduced the reporting requirements of local school systems directly to the federal government. Over the past few years, federal education officials simply have shifted many reporting requirements from the local to the state level. Although the feds can say the locals have less federal paper to fill out, the locals still must supply the same in-

formation to the state. The numbers game, then, is a shell game.

Actually, the trend toward collecting information from state education agencies rather than from local school systems may turn out for the best: State education officials have a lot of information at their fingertips that local school officials too often have to grope for. Furthermore, Jack Jennings would like to see Congress authorize grants to the states to improve data collection. He also would like to see more surveys conducted on a sampling rather than on a universal basis.

Congress recently began to show signs it wants to go beyond dike-plugging. Last year, it set a \$194 million ceiling on the amount of business the Department of Health, Education and Welfare (H.E.W.) could do with consultants. This year, a Senate subcommittee tried to slash that figure to \$160 million. In setting the ceiling last year, a committee report criticized "the expanded role that consultant organizations are playing in the day-to-day operational and decision-making processes" at the department.

Most damaging is this excerpt from the committee report: "The committee is unaware of any significant program improvements that have been brought about by the department's large annual investment in evaluation contracts with consultant organizations. It seems as though, year after year, the same projects get reevaluated yet never change. In addition, many consultant contracts have little apparent relevance to H.E.W.'s program priorities."

No wonder consultants around the Washington, D.C., area are called Beltway Bandits.—D.L.

write us a letter

Address letters to: Editor, The American School Board Journal, 1055 Thomas Jefferson St. N.W., Washington, D.C. 20007.

Unionizing Catholic schools

SIR: To buttress the stand taken in your recent *Journal after the fact* item on unionizing Catholic schools [*Catholic schools block union*, June], you make a selective quote from one Catholic publication, the *National Catholic Reporter*. This is a publication at the liberal side of Catholic thought and philosophy and one with which most other Catholic publications are not in agreement.

Also, you quote Mr. Shanker as saying: "... instead of the orderly process of submitting petitions and following procedures set down under the National Labor Relations Act, we can expect more strikes and other forms of direct confrontation. . . ." Chicago Public school teachers are unionized, and I can assure you that, together with Labor Day and the first evening chill, a sure sign of the end of summer in Chicago is the annual strike by the unionized Chicago public school teachers—timed, of course, for the first day of class—with the children of these schools becoming the prime victims of this "orderly process."

Parents of children in Catholic schools recognize the generally high quality of the lay teachers in their schools. They are very much in favor of increases in salaries and benefits. They are aware of the financially strapped condition not only of Catholic schools in general but also of diocesan administration. They also are aware that "separation of church and state" has forbade aid to these schools in any form. The Supreme Court evidently feels it is unfair to rule out involvement on the one hand and abet involvement on the other. And most Catholic parents agree.

In the same way that I wince when union executives proclaim their undying *concern for worker welfare*, I can't believe that Mr. Shanker's interest in unionizing Catholic school teachers is

totally altruistic. Yes, these teachers may want to strike, they may even have to strike. But it seems that public school teachers—who are unionized—also like the idea of striking to get more money.

JAMES R. CUMMINGS
Chicago

Sports competitions

SIR: I very much enjoyed reading *What—if anything—can boards do about national sports competitions for high school athletes* [July]. In a relatively short amount of space, you gave a very complicated issue deep and unprejudiced coverage.

The only point I wish to correct is where you state that "a large chunk of the Federation's constitution" would have to be amended before the National Federation could sponsor national athletic competition. In fact, there is nothing in the National Federation constitution that prohibits the Federation from sponsoring national competition at the present time. Not one word would have to be deleted.

JOHN E. ROBERTS
Assistant Director
National Federation
Kansas City

(Editor's note: At its summer convention, the National Federation considered and rejected a proposal to sponsor national sports competitions for high school athletes—see page 18 of this issue.)

SIR: I have just read with keen interest the article by Dan Levin [*What—if anything—can boards do about national sports competition for high school athletes?*, July]. I support and applaud the wisdom of the National School Boards Association, the American Association of School Administrators, and the National Association of Secondary School Principals, as well as the Council of Chief State School Officers, to speak out against the idea of national team championships for high schools. It never ceases to amaze me, as a volunteer working very hard in the area of amateur athletics, to note the sudden interest and concern that has been generated by

those who would want to control all of amateur athletics in the United States. I speak specifically of those organizations who are securing revenue from state supported institutions, at the expense of taxpayers such as myself and others who would want to use those revenues to fight against our efforts for the sake of power.

To indicate that the benefits derived from national competition are so minimal that they serve as "interruptions to schooling" for students borders on the ridiculous. The opportunity to become a well-rounded person with the ability to travel and to become aware of the total universe rather than sitting in a classroom is unquestionable. I speak in terms of my own daughter who spent two weeks at the Olympic Games in Mexico City at the time that she would have been in classrooms at her local high school. The experience she gained could not have been gained in the confines of a school. I say it's time we all stopped seeking power and began to work together for the benefit of boys and girls in this country in the area of physical fitness, as well as international competition.

EVIE G. DENNIS
Chairman, Women's Track and
Field Committee
Amateur Athletic Union
Indianapolis

Insensitive cover

SIR: The JOURNAL's July cover is a discredit to the National School Boards Association. Although the cover story itself [*One man's opinion: Why you run for school board office*] includes interviews with black and Hispanic board members, the cover sends an unmistakable message that the public schools continue to be governed exclusively by middle-class Anglos. The substantial and growing number of minority school board members proves otherwise. Such insensitivity is unbecoming to you.

VIRGINIA P. ROCKWELL
Member, Steering Committee
N.S.B.A. Council of Urban Boards
School Board Member
Denver

tion in Urban Areas.
 Conversion of Armed Services Diesel Instructional Materials for Use in Vocational Education Programs.
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 Resource Development and Training for Improvement of Related Instruction in Apprenticeship Programs.
 Field Testing Vocational Education Curriculum Specialist Materials.
 Development of Competency Measures for Vocational Skill Areas.
 Evaluation of Industry-Education-Labor (I-E-L) Collaboration in Improving the Quality and Accessibility of Occupational Education.
 Developing Criteria for and Monitoring the Activities of Industry-Education-Labor Action Councils to Bring Education and the

Marketplace into Phase as a Research Basis for Immediate and Future Occupational Planning Purposes.
 Verification and Implementation of Program Standards for Vocational Home Economics Education.
 Development of Vocational Education Model for Linking Agencies Serving the Handicapped.
 Development of a Catalog of Modification and Adaptations of Vocational Equipment for Serving the Handicapped.
 Inexpensive Book Distribution Program (Right to Read).
 Special Emphasis (Right to Read)
 An assessment of the Operation of the Adult Education Act State Grant Program.
 Teacher Corps Program 78 and 79 Evaluation.
 An Analysis of the Bureau of the Education of Handicapped Inservice Training.
 Evaluation of the Part C Program

and Part B Capacity Building Projects Under Public Law 92-318 (Indian Education).
 An Assessment of the Capacity Building Accomplishments of the Regional Resources Centers (Handicapped).
 An Assessment of State and Local Planning in the Programs for Gifted and Talented Children.
 Evaluation of the Alcohol and Drug Abuse Education Program.
 Evaluation of the Women's Educational Equity Act Program.
 Assessment of Bilingual Vocational Training Program.
 Alternative Measures Comparability Parent Involvement in Four Federal Programs.
 Successful ESAA Programs Supporting Intergroup Relations Activities.
 The Nature and Effects of Selected Title I Implementation Strategies.
 Evaluation Practices and Procedures.
 Sustaining Effects Student Followup.
 Reassessment of Effects on Students

Associated with Follow Through Models.
 Study of the Role of ESAA Funding in Newly Desegregating and Pre-Implementation School Districts.
 Study of ESAA Civil Rights Eligibility Requirements and Second Generation Desegregation Problems.
 Study of Title VII Inservice Teacher Training Programs.
 Survey of Participation of Nonpublic Schools in Federal Education Programs.
 Survey of Randomly Selected School Systems Serving Cities of over 100,000 Population to Obtain Basic Salary Data for Use in Establishing Salary Schedules for Teachers in the Department of Defense Dependents School System.
 Survey of Selected High Schools Determine the Need for and Potential Acceptance of High School Level DANTES Subject Standardized Tests.



How to work well with school councils

By M. Donald Thomas

The stream of literature supporting parent activism in public schools is becoming increasingly wide, and *Overcoming Barriers To School Council Effectiveness* makes several valuable contributions to pushing the banks back still further. Especially important are the book's point-by-point recommendations for establishing effective councils, its specific illustrations of existing parent councils (with a frank analysis of successes and problems), and its strategies for evaluating these councils.

Equally significant is the book's fine discussion of barriers that cut off participation of Hispanics in school councils. Aggressive school leadership and outreach strategies are needed if minorities are to become partners in councils designed to aid in the operation of schools. As the authors state, "... good will alone and the existence of councils on paper are not enough." Even when councils are mandated by state law, their ability to function effectively requires local school systems to support, nurture, and give real authority to these groups. The book points out that board members and administrators must give council members opportunities to make decisions and control activities: "It is this joint ownership or partnership that is at the heart not only of effective councils but also of efforts by parents and professional educators

Overcoming Barriers To School Council Effectiveness

By Jim Stanton and Ross Zerchykov
153 pp. Boston, Mass.
Institute for Responsive Education, \$6.50
This book may be purchased directly from:
Institute for Responsive Education
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704 Commonwealth Ave.
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to provide quality education to children and rewarding working conditions for educators."

This book is a report of "a year-long effort to support and evaluate local school advisory councils in five communities around the nation." The case studies listed in the book are well prepared and documented, and the discussion goes beyond the school setting to analyze relationships between schools and a variety of other community organizations. These are some of the important conclusions drawn by the two authors:

- "Council members are child-centered; they see their participation as a means of *helping their children* and not as a means toward accomplishing political agendas."

- "... The first major barrier to be

overcome is the council's lack of the feeling of ownership and lack of incentives."

- "Councils take root and grow when 'they are able to harness the legitimate interests of all who are involved.'"

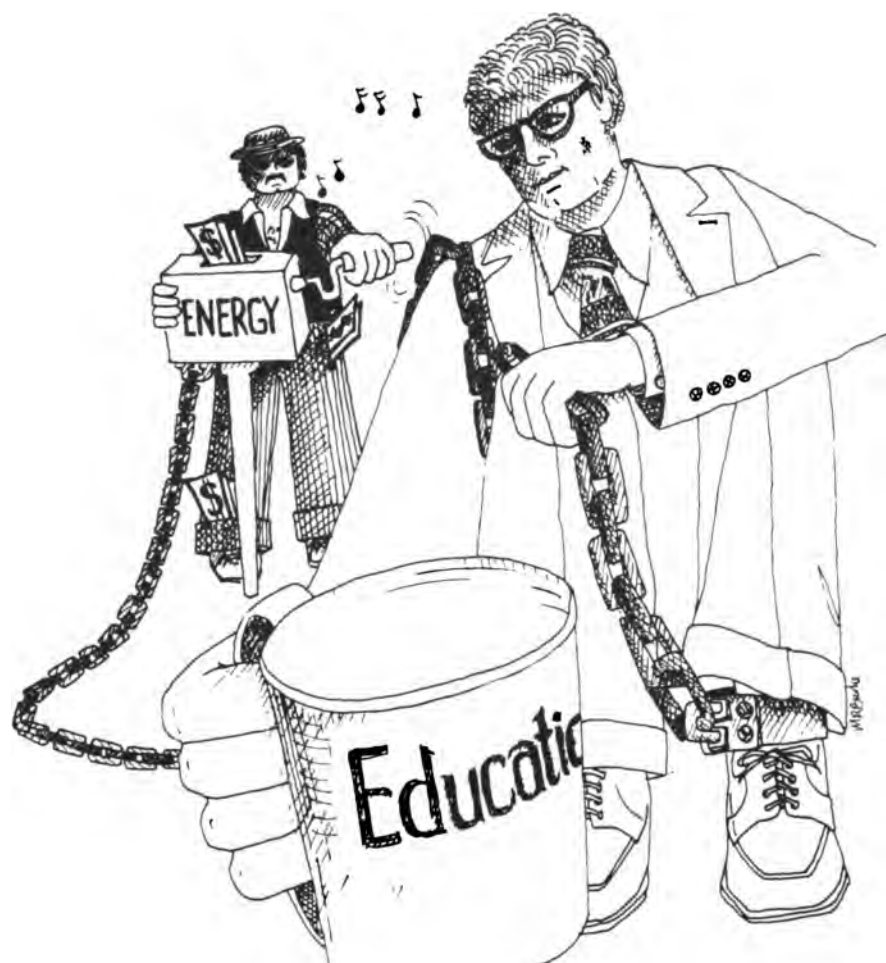
- "Councils can achieve production collaboration with school boards when there is 'clear delegation of authority.'"

- "... Councils tend not to be representative of minorities."

Buried in the body of this report, almost as an aside, is an important statement regarding the role of the school principal: "It takes a rare situation and a rare individual principal who is capable of or willing to share authority with but retain responsibility for an advisory council." It is hoped that at some future time a more detailed discussion will be presented to discover those qualities, skills, and attitudes that are the hallmark of such rare principals. We need more of them.

Case studies are interesting, because they are like reading the biographies of school systems, complete with all their virtues and shortcomings. If there is a weakness in this report, it is in presenting more material than is needed. The appendixes, especially, are of only limited value. But overall, *Overcoming Barriers* is published at a time when it is needed. It is a useful and informative book, and it will be especially valuable to those who support effective partnerships with parents—a strategy that might go a long way toward building public confidence in our schools. □

M. Donald Thomas, superintendent in Salt Lake City, is a frequent contributor to the JOURNAL.



Keep lines of communication—and wallets—open to help heat schools this winter

FIRST the good news: Schools have been promised that they'll have all the heating oil they'll need for the coming winter. Now the bad news: Promises won't heat your schools when your supplier says he's run out of oil after all.

With the shortage of good news about energy these days, the natural tendency is to doubt the smug assurances of oil executives that schools will not run dry this winter. Alan Darrow, spokesman for the National Oil Jobbers Council, says data from the American Petroleum Institute indicate that there "will be an adequate supply" of heating oil.

Whether that, in fact, turns out to be the case, school officials "believe they'll be paying through the nose," according to Hampton (New Hampshire) superin-

tendent Richard Hamilton. In the Washington, D.C., area, the average price of a gallon of home heating oil was 82 cents in August—up 70 percent in one year. Educational Facilities Laboratories estimates schools will spend \$67 per pupil on energy expenses—up from \$23 six years ago—and that some New England schools might have to spend as much as \$100 per pupil.

In New Hampshire, where oil surely will be plentiful come presidential primary time in February, school officials are relying on their dealers' promises that full fuel allocations will be met. "But one stroke in the Mideast could change things," says Salem School Business Official Jack MacKail. "If we have a serious shortfall, there will have to be drastic changes, not cosmetic ones.

Storm windows won't be enough. That's when we'll have to start talking seriously about eliminating school buses, not just curtailing their use, and that's when we'll have to start talking about the possibility of going to a four-day school week."

Everyone's doing the obvious things, says MacKail: caulking windows, cutting down on field trips, reshuffling bus routes, and lowering the thermostats—to name a few of the least painful conservation measures. But no one has a contingency plan for a doomsday school energy crisis in which the school has run out of oil and the winter's allocation has gone up in smoke.

Does a surefire contingency plan exist? Not really, says Bob Greenes, president of Public Fuel Service, Inc.,



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“Both youngsters and adults find the system equally fascinating. At the Adult Learning Center here in Baltimore, for example, the same

PLATO computer-based education system that is helping children learn to read and write in primary schools is improving the basic skills of the functionally illiterate.

“Here and in similar centers in Minnesota and Texas, many people in the program advanced their reading, writing or math skills a grade level or more in 30 hours or less. Other programs in the military and at correctional institutions are achieving equally positive results.

“I also see the potential of PLATO instruction in relieving the teacher of much of the administrative duties that restrict their performance. He or she can spend more time teaching—less time grading and passing out papers.

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the Journal adviser what would you do if . . .

. . . a board president disregarded school system policy?

A few years ago, your school system went through a redistricting uproar that centered on unpopular school closings and controversial integration plans. But your board managed to establish a workable policy that allows most students to attend classes near their homes. Since then, the board has been careful to stick to those boundaries, though you've been known to grant an occasional exception if it seemed that a parent had a valid reason for wanting a child to attend another school.

At the July 4th barbecue, Board President Leonard Davis is approached by his old friend Gary Lowe about an enrollment problem. Young Jimmie Lowe is ready to start kindergarten, but the child's babysitter lives in another attendance area. Wouldn't it be much more convenient and sensible, asks old friend Gary, for Jimmie to attend school there? President Davis assures his friend that he doesn't see any problem with this. After all, there's no intention to circumvent the integration efforts of the system, and Davis says it all can be arranged if Lowe will discuss the matter with the superintendent.

Superintendent Crockett, however, doesn't think the switch is one bit okay. He says there's a clear, established policy for such situations, and Lowe doesn't have sufficient reason for being given an exception. The transfer request is denied. Lowe leaves the superintendent's office shouting that he'll bring the matter up at next week's board meeting, and then "we'll see who's boss around here!" Before long, the board president is embarrassed; the superintendent is defensive; and the whole thing escalates into a furor.

If you were a member of this board, and the superintendent asked for your *unofficial* advice, what would you tell him to do?

A. Stick to his guns. There's an adopted, workable board policy on the books, and the board hasn't shown any sign of wanting to change it. The president had no business making such a commitment, and you intend to tell him so—at the next board meeting if necessary.

B. Tell the superintendent to allow the transfer. One, this avoids embarrassing the board president; two, there *have* been one or two precedents for policy exceptions. Matter closed.

C. Advise the superintendent—unofficially, of course—to deny the transfer, but to bring the attendance policy before the board for review and possible change. If the *whole* board wants to make changes, that's fine. If the board lets the policy stand, then its position will be clear to the president.

D. Deny the transfer, and let your superintendent explain that his hands are tied by board policy. Any parent is free to appeal the superintendent's decision, but the superintendent should step away from the heat.

FOR THE ANSWER, TURN THE PAGE UPSIDE DOWN.

ADVICE FOR THE ASKING

If you are plagued with a prickly problem of school board membership or administration, throw it in the lap of the JOURNAL's cadre of consultants known collectively as *The Journal Adviser*. We'll change the names of persons and places. Then, we'll share the problem *and* its suggested solution with our readers. Write: *The Journal Adviser*, *The American School Board JOURNAL*, 1055 Thomas Jefferson St. N.W., Washington, D.C. 20007.

THE ANSWER: C. Under the present policy, the superintendent has no choice but to deny the request; "babysitter's domicile" is not one of the specific reasons the policy lists as possible grounds for exceptions. It's the superintendent's responsibility to administer board policy, and that includes bringing a possibly inadequate policy to the board's attention. He should suggest a change if requests for exceptions keep coming (frequent requests for exceptions often indicate that a policy needs updating). Answer D would mean that your superintendent is becoming a mere bystander in a conflict that seriously affects the credibility of his office. Soon, more citizens might start taking their concerns straight to the board, and soon the superintendent would lose his authority as a chief executive. Answers A and B will lead only to more trouble—A, because it will cause an ugly and useless confrontation between the board president and the superintendent, which the rest of the board should not be expected to mediate; B, because you've just set a precedent that might go against the board's intentions as set forth in the policy.



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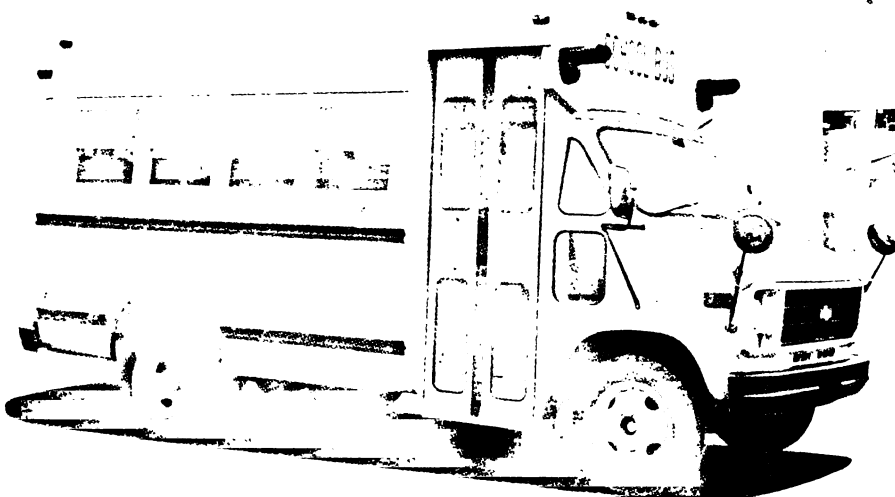
up, chopped down versions of big buses. They comfortably seat up to 20 students without crowding and without sacrificing maneuverability and economy.

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(For details, circle 18 on reply card.)

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The kid down the street who cut your grass last summer might have made the job look easy—in spite of the rusty push mower he used. Cutting the expanse of lawn around your schools, however, is hard work for your maintenance crew. To keep the chore manageable next season, buy the lawn mower that will do the job fast and efficiently and that is available at a price you can afford.

Your choice of mower will depend largely on the area that needs to be cut. Your lawn's size and the terrain—whether the land is rocky, contoured, tree-lined, or flat—will help determine your needs. Discuss these factors with an authorized dealer, who can explain your options before you buy, and who can provide service when the mower needs routine maintenance or repair.

Four basic types of lawn mowers are available: push, rotary, riding, and tractor. Each can be bought with only the essentials—blade, wheels, deck, and motor—or with features and accessories that increase the mower's convenience and usefulness. (These accessories also increase the price, of course.)

The standard 14 to 18-inch *push mower* is the only mower that gives grass that manicured look you see on putting greens. The time and effort involved usually make the push model impractical for anything but small plots of land. Electric push mowers make the struggle easier. They are quiet and require no oil or gas, but they are limited by the length of the electric cord. This type might be used to cut a small lawn in front of the school system's offices, but probably would be impractical for most other school system needs.

Gas-powered *rotary mowers* are the ones most commonly used for larger lawns. Their cutting area is from 14 to 22 inches, and they have either a two or a four-cycle engine. Fewer moving parts

make the two-cycle engine preferable, even though gas and oil must be specially prepared to operate it.

The question of whether grass clippings left on the lawn stimulate or stifle new growth still is a matter for debate, but you can buy a mower that cuts grass *and* collects clippings. Side bags for grass clippings have been standard equipment for years. Rear bags now are gaining popularity, because a bag in the rear of the lawn mower doesn't interfere with trimming. An attachment is available for mulching. The mulcher will double-cut the grass, and this allows the maintenance crew to put mulch where it is needed.

Maintaining playing fields and other large, flat surfaces probably requires a *riding mower*. These 8 or 11-horsepower vehicles cut grass efficiently and effortlessly and can be purchased with tillers and other lawn-care accessories. When in doubt about the size of the engine you need, overestimate rather than underestimate. Too little horsepower can make a substantial difference in the time it takes to get a job done.

Tractor mowers that can be modified with as many as 34 different attachments can be valuable for many school systems. Snowblowers, plows, high lifts, tillers, and other tools enable maintenance personnel to use the basic machine for purposes other than mowing a lawn. Although a 16-horsepower tractor mower is available, a 19-horsepower engine is recommended for such vehicles, especially when you are using attachments. Because tractors have a wide turning radius, a smaller mower also might be needed for trimming.

The price of a lawn mower varies with the number of features required and with make, type, dealer, and locale. You can expect to pay between \$100 and \$500 for push or rotary mowers; \$500 and \$1,500 for riding mowers; \$1,100 and \$3,200 for tractors. Lawn mowers are simple machines to operate and to understand. They require minimum maintenance and will last many years with a moderate program of preventive maintenance. Oil and filters should be changed after 24 hours of use. Before

storing, a mower should be emptied of gas and driven until it stops. Spark plug threads should be oiled and the deck should be waxed to prevent rusting.

Because more than 200,000 people every year are injured while operating lawn mowers, an essential safety indicator is the O.P.E.I. (Outdoor Power Equipment Institute) sticker on the deck. O.P.E.I. approval assures you that manufacturers have shrouded moving parts and have taken other precautions. But the real hazard comes when users underestimate the sharpness of cutting edges or the power of even the simplest mowers. Ultimate responsibility for safety lies with the user. □

new for boards to buy . . .



Surface protectant. Squeege-Cote, made from highly refined coal tar pitch with plastic additives, fills and seals minute cracks and pores in blacktop pavement to protect against freezing damage, to retard chemical and weather damage, and to resist damage from gasoline and oil spillage. The surface can be sprayed over blacktop or applied with a brush. From Randustrial Corp., Cleveland. For details, circle 50 on reply card.

For valuable technical assistance in the preparation of this article, the JOURNAL is grateful to: Ron Crocheron, The Hechinger Co., Landover, Md. For more information, please check Maintenance on the reply card facing page 50.



Stain protector. Graffiti-raser sprays a shield of protection on even porous and textured wall surfaces. The manufacturer says it won't hurt the underlying surface but allows for graffiti removal without scrubbing or repainting. From Rainproof Technical Coating Systems, Inc., North Hollywood, Calif. For details, circle 51 on reply card.



Vacuum cleaner. The KT-350, a dry tank vacuum cleaner with a capacity of three-fourths of a bushel, comes with attachments for cleaning carpets, upholstery, and walls. Featuring a low-profile power head that automatically adjusts itself to pile height and condition, the cleaner has a motorized beater/brush bar, and a 1.75 horsepower vacuum motor for deep cleaning action. From The Kent Co., Elkhart, Ind. For details, circle 52 on reply card.

Dust mop. Many dust mops are made with tightly wound, thin yarn to withstand repeated washings. By contrast, the Castaway mop's yarn is a loose-wound blend that is said to produce greater dusting surface, with larger space between strands for increased dirt-holding capacity. The new mop can dust up to 100,000 square feet, and then be discarded or can be brushed out, retreated, and used for as much as one million square feet of cleaning. From Seco Industries, Cleveland, Tenn. For details, circle 53 on reply card.



Tape. To reduce the problem of books slipping and sliding on library and other shelves, this shelf arranging tape is embossed with buckram to grip books and keep them in place. Made of 4-mil polyethylene, the tape is said to prolong the life of books and reduce costly repairs to book bindings. From The Highsmith Co., Fort Atkinson, Wis. For details, circle 54 on reply card.



Window overglaze. This overglazing unit is designed for easy installation over existing windows and provides a sealed, double-walled thermal glazed window with an exterior face made of unbreakable material.

The overglazing unit also acts as insulation, reducing the amount of energy that flows through the window. From Commercial Plastics and Supply Corp., Cornwells Heights, Pa. For more details, circle 55 on reply card.



Toilet tank. The Con-Serve toilet tank water saver, made of stainless steel and thermoplastic rubber, is said to use only 50 percent of the water used by conventional toilet tanks with each flush. The unit can be installed without tools, and the manufacturer says it should never break, loosen, or rust once installed in a toilet. Con-Serve can be adjusted to control the amount of water used and can be used with varying tank capacities, pressures, and sewer systems. From Con-Serve Inc., Cincinnati. For details, circle 56 on reply card.

Plastic container. This 18-quart white step-on container, for laboratories or restrooms, comes with a rigid liner and bail that can easily be removed for cleaning. The container can be sanitized with germicidal chemicals or steam. According to the manufacturer, it won't chip, peel, rust, dent, or stain, and can cost up to 40 percent less than comparable stainless steel models. From Rubbermaid Commercial Products Inc., Winchester, Va. For details, circle 57 on reply card.

journal after the fact



Carson gripes: Ignorance no laughing matter

When the comic that millions of Americans go to bed with every night says that people don't *read* enough to understand his jokes, it's no laughing matter. Johnny Carson doesn't think it's funny—nor does John Bauman, assistant vice president of personnel for the Illinois Bell Telephone Company.

In a recent speech to a symposium on basic education in the Chicago suburb of Park Forest South, Bauman cited a *Chicago Tribune* article in which Carson said that comedians who rely on relevant situations and people in the news for their punch lines often are misguided if they *assume* that their audiences read newspapers. "As you know, they don't," Carson said. The problem that lack of reading creates for Carson: "People . . . aren't informed enough to know what I'm talking about—or to understand the joke."

When a mogul of the medium that many credit with the downfall of reading starts bemoaning the public's inability to read—or lack of interest in reading—Bauman suggests that perhaps it's time to reexamine basic skills in a new light.

Bauman says that his job—recruitment of entry-level and management-level employees—is suffering right along with Carson's: "So many of the young men and women who walk into our offices /looking for jobs/ can't read; they're inarticulate; their vocabularies are impoverished."

Bauman doesn't indict the schools alone for this sorry state of affairs. Instead he points an accusing finger at society as a whole. "When society sees something lacking in the total education of our citizens, it too quickly—and too

often—responds by saying, 'Let's let the schools provide what's needed.' " This attitude, says Bauman, "is an abdication of responsibility by other segments of society—namely, the family, the church, business, government." When extraneous requirements are piled on the schools, Bauman argues, "reading ability and other basic skills are lost in the shuffle."

Bauman told his essentially back-to-basics audience: "Even though it's been 25 years since Rudolph Flesch shook education's conscience with *Why Johnny Can't Read*, today Johnny still can't read, and neither can Jane, Alice, Carlos, or LeRoy." What's worse, says Bauman, "I can't offer them a job—without first giving them some form of remedial education." And *that*, adds Bauman, "is not a job particularly well suited to a business organization."

Business's role in education, as Bauman sees it, "is to supplement the work of the schools by doing what it can to help prepare students for the world of work." If this sounds like career education rhetoric, Bauman's company has successfully supplanted theory with practice. It has recruited more than 200 businesses to participate in a kindergarten-through-high-school program that

stresses student understanding of the importance of classroom work to each student's future lifestyle and career.

Bauman suggests that "genuine, well-structured career education is designed to emphasize the values of the basics, not replace them. It is intended to support the work of teachers by making more resources available to them. It /is meant/ to provide the schools with students who have a goal and a vision for their future lives. Its immediate result is to turn out students who are willing to learn."

Bauman sees some obstacles: "There are far too many teachers who, having amassed the required credits in education /courses/, can draw up a masterly lesson plan, but are at a loss about its required content."

His advice: "Get rid of the excess baggage that clutters up the educational scene. For starters, call the school back to its primary vocation—the intellectual development of the student. Insist that the rest of society shoulder its share of responsibility for total education. Depend more on human resources in education than on technology. Insist that teachers have something to teach, /not that they be/ experts on *how* to teach."

Bar Boards from files?

A number of school board members and superintendents reacted vigorously in opposition to some advice contained in the JOURNAL's August *Adviser* column (*What would you do if a board member wanted to check personnel files of ad-*

ministrators?).

In that column, we presented the case of a school board member who wanted to examine the employment records of a certain administrator. Looking at such records had been a common practice of

THE AMERICAN SCHOOL BOARD JOURNAL

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(Void after December 1, 1979)

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Name _____ (please print)

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THE AMERICAN SCHOOL BOARD JOURNAL

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Read this month's Ballot Box (see contents for page number) and cast your vote by marking the appropriate box at the bottom of this card. You may also use the space on this card for any comments you have about the Ballot Box proposition in this issue.

- ☐ Board member ☐ Principal
☐ Superintendent ☐ Other

Your name (optional) _____

School district name and address (optional) _____

My vote in this month's BALLOT BOX is:

- ☐ A ☐ B ☐ C ☐ D ☐ E ☐ F

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- A ☐ Board President D ☐ Asst. Supt. G ☐ Dept. Head
B ☐ Board Member E ☐ Business Mgr. H ☐ Architect
C ☐ Superintendent F ☐ Principal I ☐ Other

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| <input type="checkbox"/> Athletic, Gym, Playground | <input type="checkbox"/> Heating, Air Conditioning (12-mo.) |
| <input type="checkbox"/> Audiovisual | <input type="checkbox"/> Insurance |
| <input type="checkbox"/> Career Education | <input type="checkbox"/> Maintenance |
| <input type="checkbox"/> Classroom Equipment/Furniture | <input type="checkbox"/> Music |
| <input type="checkbox"/> Curriculum | <input type="checkbox"/> Security/Fire Protection |
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Your name (optional) _____

School district name and address (optional) _____

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board members in that school system, and *no official board policy prohibited such action*. When a clerk in the system's central office refused to allow a board member to look at the files, the board member objected strongly that her right to be kept informed was being restricted.

Readers from several states reminded us that access by a single board member to personnel files is prohibited by law in their states. They said the JOURNAL's advice should have been to tell the board member to keep her hands off school system files.

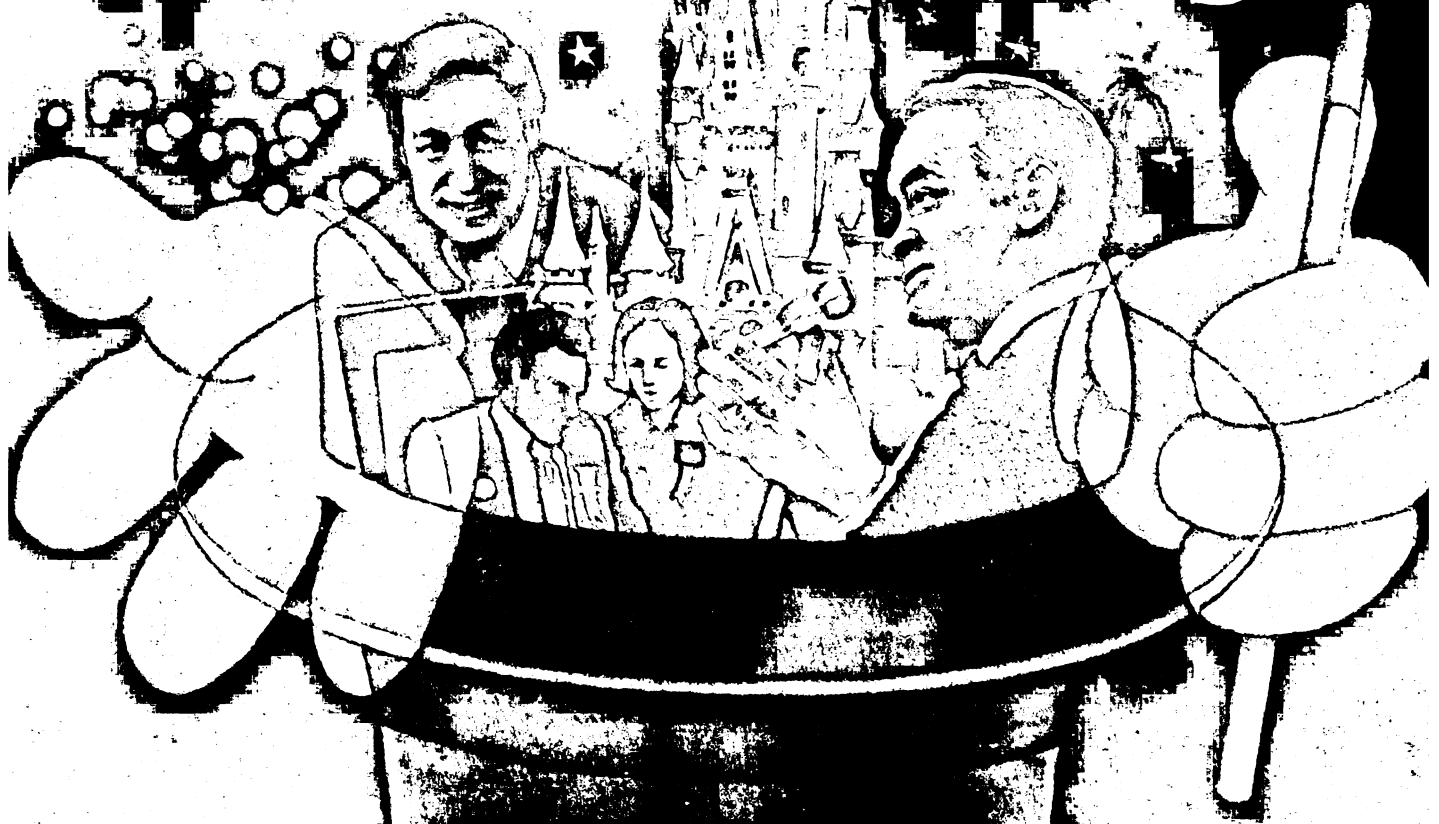
This may be both good advice and wise law, but our answer was intended for all states and provinces and was based on pragmatism rather than on the dictates of a specific statute. As we said in the original column: "This classic problem points out the conflict between the right of a board member to know and the responsibility of the superintendent to administer. A balance can be achieved only if the board sets clear, impartial rules covering the collection and review of administrative data. . . ."

We advised that the board member in this one specific situation should be allowed access to the files (to adhere with past practice), but that "bylaws be amended to include impartial, fair procedures by which a board member can request information. . . ."

Because of the reactions of some of our readers (who said that individual board members *must at all costs* be kept away from school system records), we went back to our consultants. The consultants stuck by their answer, but offered this comment: Even when a school system has a policy covering school records, it often is difficult to keep restricted information away from individual board members. And even if the system has a policy that makes access to such records contingent on a vote by the entire board, some board members will continue to press for information they (wrongly) believe they should have.

As one consultant told us: "A savvy superintendent continually will bring to the board's attention the limitations such a policy places on them as individuals. One major problem is that a superintendent's staff can easily be upset by board members calling for information. After all, the board member is the employer, and the clerk is an employee of the school system. It takes a gutsy employee to refuse a board member's request categorically."

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Thumbs down on national competitions

Delegates to the summer meeting of the National Federation of State High School Associations soundly swamped a proposal to sponsor national competitions in track, tennis, and golf. The possibility of national athletic competition recently has become a concern of educators who want to stem the exploitation of star high school athletes (see *What—if anything—can boards do about national sports competitions for high school athletes?*, July).

With little debate and no dramatics, state federation executive directors voted down the proposal 38-9. The lop-

sided vote might be a bit misleading, however, because some state executives who, as individuals, favored national competition were instructed by their state associations to vote thumbs down.

The strong stand against national competition might put the national federation in an awkward position. Just last January, state directors gave the federation authority to sanction national competition for certain nonathletic competitions and to sanction national sports competitions involving blind and deaf students. After the July vote, state directors had to find a way to

accommodate these other, less controversial competitions.

A compromise was struck: The national federation's bylaws were divided into two parts—one section for athletics and another for fine arts. For the time being, state federations will not be able to sanction competitions in forensics, championships for blind or deaf students, or events sponsored by the Future Farmers of America or the American Legion. By next January, however, revised guidelines will be presented for a national vote that would enable national competition in fine arts.

School administration is sexist, group charges

In spite of the enactment of Title IX and other statutes, many regions of the U.S. still are just inching toward the elimination of sex discrimination in schools, according to one women's group.

"With women representing only 13 percent of the total, men are still running the show" in school administra-

tion, charged Holly Knox, director of the Project on Equal Education Rights (PEER) of the National Organization for Women's Legal Defense and Education Fund.

PEER has released the findings of its first national study analyzing sex discrimination in three traditionally male-

dominated areas of education: vocational training programs, top administrative posts, and sports. The study examined the progress women have made in these areas since 1974, and ranked each state accordingly.

Averaging ratios of women to men in all three areas, "Alabama ranked rock bottom," said Knox, who awarded that state the first "Silver Snail" trophy. The dubious award is intended to identify slowness in advancing women in education. The District of Columbia leads the nation in progress by women in the three areas examined, Knox said. Unable to pinpoint a reason for Alabama's ranking, Knox speculated the "state's leadership" might be at fault.

Nationwide, she said, "the passage of legislation by itself is not enough. . . . There must be more enforcement [of anti-sex-discrimination legislation] in sports. We must call for officials to start cleaning this up."

Knox said that practices at the University of Alabama might be an indication of what occurs across that state. In exchange for \$150 tuition waivers, women students designated as "athletic hostesses" act as campus guides for prospective student athletes, according to one PEER official. The criteria for selecting these guides are "appearance, personality, and willingness to work," said Robin Gordon, a PEER program associate. "These athletic hostesses and their mothers are upset because they feel [the guides'] reputations are being sullied. . . . They know they're being chosen for physical attractiveness" and charge that this amounts to being "ex-

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"This is the first time a graduating class has dedicated their yearbook to the cafeteria manager."

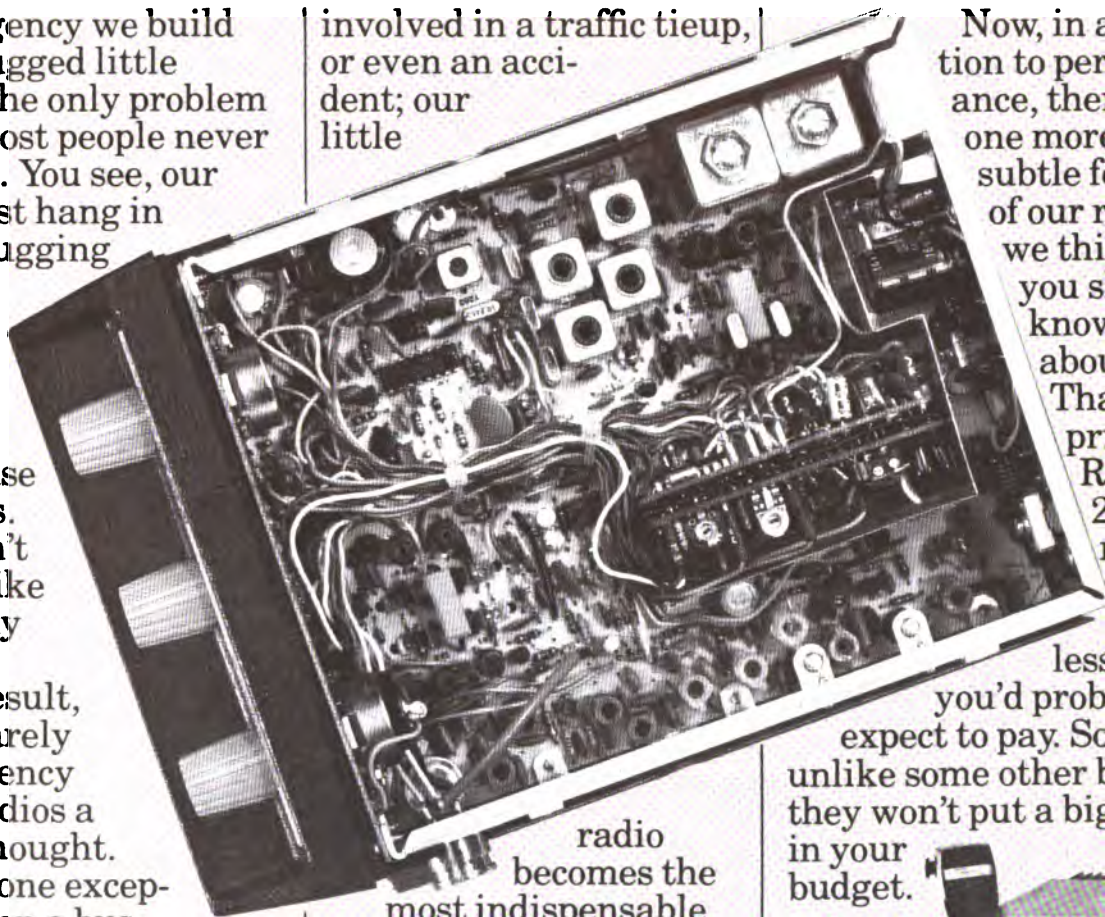
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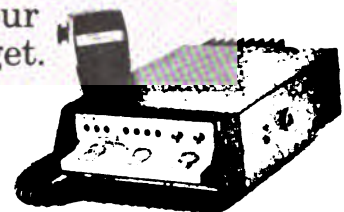
radio becomes the most indispensable piece of equipment on that bus. Because all the driver has to do is pick-up the microphone to get help.

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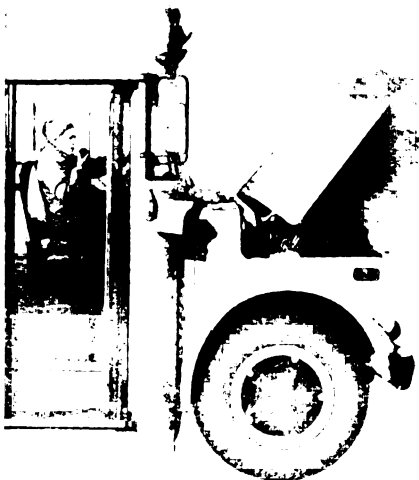
expect to pay. So, unlike some other brands, they won't put a big dent in your budget.



If you like things that are durable and hassle-free, check out Regency 2-way radio. You'll never know it's there. Except when you need it. Then no other equipment is more important.

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ploited sexually."

Randy Quinn, executive director of the Alabama Association of School Boards, defended the university's practice as he knows it. He also said that what one university does or does not do is no indication of an entire state's treatment of women in schools.

PEER's Gordon said results of her group's study will be forwarded to any agency that might "have an interest" in it, such as the Office for Civil Rights in the Department of Health, Education and Welfare (H.E.W.). Gordon said she hopes such agencies will use the report as "a basis for stricter enforcement of Title IX across the board." An official

in H.E.W.'s civil rights office, also unaware of the study results, had no comment about how the data—if H.E.W. receives them—would be treated.

Other project statistics indicate that although "women account for nearly seven out of ten classroom teachers, they hold only one out of every ten top school administrative jobs." Also, in the traditionally male-dominated training programs for agriculture, technology, trades, and industry, only 11 percent of the students are girls, according to the study. Girls often are fed the "Prince Charming image," thinking a man will be there to support them once they've completed school, Knox

warned. Knox said it is imperative for females to acquire the well-paying, practical skills frequently taught in vocational classes. To date, these skills have been taught mostly to males, she said.

PEER issued a report two years ago detailing the "slow and crummy job" that Gordon said was being done in enforcing Title IX in public schools at that time. PEER's most recent report indicates that great strides have been made by women on the sports field, and says that some gains have been recorded in vocational training classrooms, but asserts that *fewer* women are sitting in administrative offices.

Board member keeps his own kids home

"Public schools produce mental and moral cripples," claims Thomas Hempel, until recently the school board president in Port Byron, N.Y.

Because he felt so strongly about public education, Board Member Hempel decided in 1974—the year he was elected to the school board—to place his chil-

dren in a parochial school. It wasn't long, however, before Hempel grew disenchanted with parochial education and complained that his children were coming home "with funny ideas about life and morality."

The next step: Hempel decided to teach his children by himself. (Under

New York law, children can be educated at home if parents develop a school board-approved curriculum.)

The home instruction worked fine, and soon Hempel claimed that his "kids don't have the identity problems other kids have. They know who they are, why they're here, and what they're doing." But there still was the problem of having the curriculum approved. Port Byron's superintendent, David Van Scoy, monitored the classes in Hempel's home and refused to recommend to the school board that Hempel be allowed to operate a school. The board agreed. Hempel nevertheless refused to send the children back to school, and the issue landed in court.

A man definitely in favor of self-reliance, Hempel decided to defend himself, rather than hire an attorney. Quoting Lincoln's observation that a man defending himself in court has a fool for a client, the judge ordered the Hempel children back to an accredited school.

Next, public school students lined up against Hempel. Because the board president had made such negative remarks about public education, 87 of 93 graduating high school seniors requested that someone other than Hempel sign their diplomas. The teachers passed a vote of No Confidence, the school board ousted Hempel as president, and Van Scoy asked county social services personnel to investigate Hempel for possible child neglect.

"Crossing country people is like crossing a barbed-wire fence," says Superintendent Van Scoy. "You may get over it, but you are going to get scratched."

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Read this for reelection tips

Robert J. Horgan, a former mayor and city councilman in Dubuque, Iowa, and currently an associate professor of political science at the University of Richmond in Virginia, offers tips on political straight talk for school board members and other elected officials. Horgan's thesis: In elective office, it's important to do a good job, but it's just as important to look good while doing

it. Horgan's rules include:

It is better to promise to investigate than to promise to act. Promising to investigate shows constituents that you don't have all the answers to every problem, but that you are trying to find them. For the public, this indicates you'll at least take some minimal form of action. Promising to look into the matter also gives administrators a

chance to develop information needed before a decision is made by the board. What's more, by promising to investigate, you can take the time to set up administrative guidelines to help work out similar problems in the future.

It is better to say "I don't know what can be done" than to promise action when you are not sure of the answer. Most of us are reluctant to admit ignorance. But as part-time officials, you can't know it all. Admitting ignorance yourself is more acceptable than being called dumb by someone else. Also, promising action to a citizen or group before you are sure you can deliver might put your school administrators in a bind.

It is better to blame official constraints (state law, federal law, court decisions) than to claim you have powers beyond your authority. Although local citizens might think you can solve all their problems, the fact is you are at the bottom of the government-power totem pole. By making constituents aware of your limits, you can enlist their support in seeking change at the state and federal levels. You help yourself, the administrators, and the general public if you clearly identify the limits on your authority.

It is better to be realistic about getting half a loaf than to be idealistic about getting the whole loaf. Not every citizen request can be fulfilled by the local school board, but every citizen's request deserves a response. From your elected position, you will acquire knowledge about the affairs of local government, the opposing forces in the community on many issues, and the short-range and long-range plans of your administrators. All of this should enable you to judge how much you actually can provide constituents. Remember, politics is the art of the possible.

It is better to stop making promises that can't be kept than to blame the administration. This is the worst of all possible worlds for an elected official. There is no way that you can benefit by passing off your misjudgments as administrative failures. Rather, it will adversely affect your working relationship within schools. As your effectiveness with the administrative team deteriorates, your credibility with constituents will be in jeopardy. You were not elected to destroy the administrative team, but to enhance its effectiveness.

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THE AMERICAN SCHOOL BOARD JOURNAL

Should your schools pull out of Social Security?

By Eileen White

SOcial Security is in trouble: As its finances inch further into the red, members of Congress call for reform, and retired workers across the U.S. complain about limited benefits. Dissatisfied employees in other enterprises might *yearn* for a better retirement program, but school system employees can *get* one—with your help. The pertinent escape clause: As entities of local governments, school systems are not required by law to participate in Social Security.

A total of 131 school systems have withdrawn from the federal retirement system in the past 25 years, and current trends indicate they probably did the right thing. Some of the school systems that have withdrawn are using the “saved” money to offer higher salaries to employees. Unless alternative retirement benefits are offered by the school system in place of Social Security, however, such salary hikes eventually can be a serious disservice to employees. A better approach is being used by the Dekalb County (Georgia) School System, which was scheduled to withdraw from Social Security October 1. Dekalb has set up a plan administrators say will provide the school system’s 9,500 employees with benefits as good as—in some cases, *better than*—those available under Social Security.

The key to the Dekalb plan: depositing 10.13 percent of employees’ gross

salaries up to \$22,900 into interest-bearing tax-sheltered annuities, and investing another 2.13 percent in old age, survivors, and disability benefit plans. The arrangements for the latter portion of the new plan had not been made final at press time. The money for both parts, however, will come from the 12.26 percent combined employer/employee contribution formerly paid to Social Security.

“Our employees had two major concerns about remaining in the Social Security system,” says Dekalb Staff Services Administrator Paul Copeland. “One: They feared they never would get out of Social Security as much money as they put in. Two: They worried that by the time they are eligible to collect, Social Security will have run out of money.”

Such concerns are echoed by many of the more than 34 million Americans who now collect Social Security, and by the millions more who hope to do so in the future. In addition to being a kind of insurance that pays income to elderly and disabled workers and their survivors, Social Security also pays, through Medicare, for a limited share of some medical and hospital costs. Coverage under Social Security is mandatory for most of the 100 million working Americans, but state and local government employees, along with employees of nonprofit organizations, are exempt from *mandatory* participation. Originally, such employees were *excluded* by law from participating, but, in 1950, the Social Security Act was amended to permit voluntary participation by these groups. Currently, about 70 percent of

all public employees are in the Social Security program.

Congress, realizing that Social Security is in deep financial trouble, enacted the 1977 Amendments to the Social Security Act. These amendments sharply raised the Social Security tax, lowered some benefits slightly, and called national attention to the plight of the federal retirement system.

Even more troubles are ahead, warns the *Wall Street Journal*: As those workers born during the post-World War II baby boom grow old and retire, there will be fewer workers to support beneficiaries of Social Security. Currently, five workers pay taxes to finance the benefits of each retired person. By the year 2030, three workers will support each retired person. But by then, says the *Wall Street Journal*, it won’t really matter. The newspaper predicts the old age and survivors insurance fund will be insolvent by the year 2028.

As a result of uncertainty about Social Security’s future, the number of school systems seeking to bail out of Social Security has risen sharply in the past two years. To withdraw from the federal retirement system, school systems must notify the Social Security Administration two years in advance (see story on page 27). In the past two years, 47 school systems have done just that.

In Dekalb County, school officials commissioned a management consulting firm to conduct a study of the feasibility and costs of providing employees with benefits comparable to those they would receive under Social Security. In study-

(Continued on page 27.)

Eileen White is an assistant editor of *The American School Board Journal*.

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Social Security alternative: Here's how it works for Dekalb employees

Most of the employees of the Dekalb County (Georgia) School System should be receiving greater retirement benefits as a result of the benefit plan the school system will provide in lieu of Social Security coverage (see story on page 25).

The alternative plan, which is based on individual tax-sheltered annuities for each employee, will benefit both older and younger employees, according to Dekalb administrators. Older employees, who won't have accumulated much money in their tax-sheltered annuities when they retire, still are eligible to collect many of the benefits provided by Social Security because they made Social Security contributions during their years in the work force. Younger employees, whose relatively few years in the work force mean a substantial reduction or loss of future Social Security benefits, should be able to build up sizable tax-sheltered annuities for their retirement.

The following examples (from a Dekalb County study) show: (A) what benefits employees would receive from Social Security alone if the school system remained in the federal program; and (B) what combined payments employees would receive both from tax-sheltered annuities and from any previously earned Social Security benefits if the school system terminates Social Security coverage in 1979.

The estimates of future Social Security and tax-sheltered annuity benefits are based on the following assumptions: (1) Earnings after 1979 will increase at 7 percent per year; (2) Social Security benefits will increase at 7 percent per year; (3) tax-sheltered annuity accounts will earn 8.5 percent interest per year. The phrase "for life" refers to the *life contingency* option Dekalb employees have chosen for their tax-sheltered annuities. One of several methods of withdrawing tax-sheltered annuity funds upon retirement, the *life contingency* option provides guaranteed monthly payments throughout the employee's life-

time after retirement. Here are benefit comparisons for five employees:

Employee 1: Administrator, age 47; 1979 earnings: \$27,708. Retires in 1977 at age 65 after 38 years of employment. This employee's retirement benefit would be \$1,763 per month if Dekalb remained in Social Security. If Social Security coverage is terminated in 1979 and is supplanted by the tax-sheltered annuity program, this employee would receive \$4,275 per month, based on combined benefits of \$1,247 per month from Social Security, and a total of \$307,412 (\$3,028 per month for life) from his tax-sheltered annuity. These combined benefit figures assume 20 years of Social Security contributions and 18 years of contributions to a tax-sheltered annuity.

Employee 2: Teacher, age 26; 1979 earnings: \$13,374. After five years of employment, this teacher resigns in 1984 to have a baby. This employee would receive no retirement benefit if Dekalb remained in Social Security. She would not have satisfied the minimum number of years in the work force required of Social Security recipients. If Social Security coverage is terminated in 1979 and is supplanted by the tax-sheltered annuity program, however, she would be able to accrue a total annuity of \$7,700 during five years of tax-sheltered annuity contributions. These figures assume no Social Security contributions and five years of contributions to a tax-sheltered annuity.

Employee 3: Speech therapist, age 52; 1979 earnings: \$19,684. This employee retires in 1983 at age 56 after 30 years of employment. If Dekalb remained in the Social Security program, this employee would receive nothing from Social Security at age 56. At age 65, he would receive \$1,036 per month. (Social Security pays no retirement benefits to those who retire before age 62.) If Social Security coverage is terminated in 1979 and is supplanted by the tax-sheltered annuity program, the employee, at age 56,

would receive a total of \$14,998. At age 65, he would collect \$1,268 per month, based on combined benefits of \$990 per month from Social Security and \$278 per month for life (or a total of \$31,256) from his tax-sheltered annuity. This assumes that the tax-sheltered annuity account remains untouched between retirement and age 65. These combined benefit figures assume 26 years of Social Security contributions and four years of contributions to a tax-sheltered annuity.

Employee 4: Teacher, age 25; 1979 earnings: \$11,271. This employee retires in 2009 at age 55 after 34 years of employment. This teacher would receive \$5,049 per month at age 65, if Dekalb remained in Social Security. If Dekalb has withdrawn in 1979, this employee will have contributed to Social Security for only four years. Consequently, he would be ineligible to receive Social Security benefits at age 65. Under the tax-sheltered annuity program, however, the employee could accrue a total annuity of \$1,104,132 (\$9,816 per month for life), assuming the tax-sheltered annuity account remains untouched between retirement and age 65. These combined retirement benefit figures assume four years of Social Security contributions and 30 years of contributions to a tax-sheltered annuity.

Employee 5: Secretary, age 59; 1979 earnings: \$16,615. This employee retires in 1985 at age 65 after 28 years of employment. If Dekalb remains in Social Security, this employee's retirement benefit would be \$571 per month. If Social Security coverage is terminated and is supplanted by the tax-sheltered annuity program, this secretary would get \$648 per month, based on combined benefits of \$456 per month from Social Security, and a total of \$21,598 (\$192 per month for life) from the tax-sheltered annuity. These combined benefit figures assume 22 years of Social Security contributions and six years of contributions to a tax-sheltered annuity.

Social Security

(Continued from page 25.)

ing available Social Security benefits, the consultants found: (1) Social Security is getting more expensive; (2) money paid to Social Security buys what many workers consider to be limited benefits; and (3) benefits are in danger of being reduced even lower in the future.

When Social Security coverage began in 1937, payroll deductions amounted to approximately 1 percent of workers' salaries. Today, a worker must pay 6.13 percent of his gross salary up to \$22,900, and his employer must match this amount. Under the 1977 amendments, the tax rate will continue to rise.

By 1990, 7.65 percent of a worker's salary up to \$29,700 will be taxed.

Dekalb's consultants found that although the costs of Social Security are rising, benefits often are inadequate—especially in the following areas:

- Social Security does not pay retirement benefits to early retirees. Those who retire before age 62 receive *no* benefits until they reach 62; those who retire between ages 62 and 65 have their benefits reduced five-ninths of 1 percent for each *month* between the retirement date and age 65.

- Social Security pays no retirement benefits to those who do not satisfy the required number of years in the work force. To be eligible for full old age benefits, a worker must have attained "fully insured status"—must have

worked the equivalent of one-quarter year for each year after 1950. Currently, this means a worker must have worked full time for 29 quarters (or approximately 7 1/4 years) to receive retirement benefits. Workers who do not attain this status receive no retirement benefits.

- Survivors benefits are limited. For example, a worker's widow could draw Social Security benefits for herself until her children reach age 18. (The children can draw benefits until age 18—age 22, if full-time students.) After that, a blackout period prevents a widow from receiving further benefits until she reaches age 60.

- Workers in relatively high income brackets receive a smaller percentage of their Social Security contributions than do workers in low income brackets. A

Social Security revisions squeeze teachers

The 1977 Amendments to the Social Security Act have drawn complaints from employees in many professions (see accompanying story on page 25), but teachers and others whose jobs afford them long vacations are especially peeved at one provision: Instead of a monthly limit on how much a retiree can earn without having Social Security benefits reduced, there now is an *annual* earnings limit.

Under the former law, a semiretired person could work for part of the year and still draw full Social Security benefits for the other months during which he or she did not work. Under the new law, however, if a retiree is paid more than the earnings ceiling for the year, benefits are reduced for *all* months. Example: A semiretired teacher who earns more than the maximum allowed by Social Security can no longer collect Social Security benefits during the summer, when he's not working.

Social Security recipients age 65 and over can earn up to \$4,500 in 1979 without having benefits reduced. Those people earning more than \$4,500 have their benefits reduced \$1 for every \$2 earned over the limit. Recipients under age 62 can earn up to \$3,480 this year; those over age 70 have no earnings limit. Teachers who retire in May or June will lose Social Security benefits for the rest of the year if their earnings in the first half of the year were more than \$4,500.

To cushion the new law's impact on

these midyear retirees, Congress wrote into the amendments a "grace year" provision, saying that the annual earnings limitation would not apply in the year of retirement. This allows those who retire in midyear to collect benefits during the remainder of the year.

But this problem is complicated by teachers themselves: Many teachers begin to collect some Social Security benefits at age 62. As mentioned earlier, the old law placed a *monthly* limit on earnings, and teachers were able to collect benefits during the summer months, for the three years before full retirement at age 65.

Under the new law, the Social Security Administration (s.s.a.) has interpreted the "grace year"—during which there is no annual earnings limit—to be the *first year* of collecting even partial benefits. Teachers who collected summer benefits before full retirement have used up their "grace year," says the s.s.a.

To counter this, Representative William Brodhead (D-Mich.) was scheduled to introduce a bill this fall that would permit Social Security beneficiaries to choose their "grace year" (from any period after December 31, 1977).—E.W.

Here's the withdrawal procedure

Rules governing withdrawal from Social Security vary from state to state, so the Social Security Administration (s.s.a.) recommends that school systems get in touch with the chief Social Security administrators in their states for information on termination procedures. In general, the procedures work like this: A school system notifies the state Social Security office of its intention to withdraw. The state, in turn, notifies the regional s.s.a. office, which then notifies Social Security central headquarters in Baltimore.

Withdrawal becomes effective on the last day of the year *two years after* a state notifies its regional Social Security office of a school system's intention to withdraw. For example: If a state notified a regional office on July 16, 1979, the school system in question would have its Social Security coverage terminated December 31, 1981. This rule is part of the 1977 Amendments to the Social Security Act. (The Dekalb County, Georgia, schools' withdrawal became effective October 1 of this year, because officials there filed notice of their intention to withdraw before the amendments became effective in December 1977; see accompanying story on page 26.)

School systems must have participated in Social Security for a total of five years *before* they can file notice of intention to withdraw.—E.W.

Social Security

retiring worker earning \$1,500 per month is eligible to collect approximately 26 percent of his preretirement salary; a worker earning \$500 per month can collect approximately 40 percent of his preretirement salary.

If Social Security's funding problems continue, the federal government might reduce benefits further as a way to alleviate the system's fiscal burden. The

1977 amendments, for example, effectively reduced some workers' benefits by changing the method by which benefits are calculated. The relationship between an individual's earnings in the year just before retiring and the amount he receives from Social Security just after retiring is measured in terms of "replacement ratios." (For example, a worker earning \$1,000 per month who retired in January of 1979 receives approximately 32 percent of that amount in monthly Social Security payments.)

Before the new laws were passed, the Social Security Administration calculated these figures based on the *average monthly wage* earned by an employee. With the new laws, wages are *indexed* to determine how much an employee will receive. The effect on replacement ratios: Retired workers now are receiving approximately 5 percent less than they would have received before the 1977 amendments.

As the Dekalb school system's consultants found, there also are certain *advantages* to remaining in the Social Security system: For one thing, once a group withdraws from participation, it may not rejoin. Also, income from Social Security benefits is not taxable (income taxes are paid on total taxable income before Social Security deductions are made); income from tax-sheltered annuities is taxable when an individual begins drawing benefits. (Normally, however, the latter situation represents a tax advantage, because most people have greater total taxable incomes before retirement and appreciably lower taxable incomes after retirement.) Another advantage: Social Security benefits automatically increase with the cost of living. Each time the Consumer Price Index rises 3 percent or more, Social Security benefits increase by the same percentage the following year.

Social Security pays greater disability benefits than generally can be provided by other plans, and these payments also are tax-exempt. (The definition of disability used by Social Security is more restrictive, however, than that generally used for employer-sponsored disability plans. The Dekalb consultants found that only approximately 65 percent of those who claim disability from Social Security are judged eligible to receive benefits.)

Dekalb's plan will replace Social Security's old age, survivors, and disability insurance (known collectively as O.A.S.D.I.) benefits, but will not replace Medicare benefits. Reasons: (1) Employees not receiving Social Security still can participate in Medicare by paying a monthly premium, and (2) Dekalb already provides medical coverage for retired employees.

Dekalb will insure O.A.S.D.I. benefits through a commercial underwriter and will provide tax-sheltered annuities with the rest of the money formerly paid to Social Security. Of the school system's contribution—a total of 6.13 percent of each employee's gross salary (up to \$22,900)—2.13 percent will be used to

Alaska's employees abandon Social Security

Alaska state agencies have become the first in the U.S. to announce their withdrawal from the Social Security system. More than 13,000 employees in Juneau are scheduled to pull out of the program at the end of this year. Although Alaska public schools are not included in the exodus, the decision by the state agencies will cost the already troubled Social Security system approximately \$30 million a year.

Public employees weren't allowed to participate in Social Security until 1950 (see accompanying story on page 25). Since then, however, all but six states have joined the federal retirement system. Alaska will become the first state voluntarily to join and then to withdraw from Social Security.

Reason: "Alaskans are just fed up with 'federalism'—with the federal government coming in and telling us what to do with our lands, with the pipeline, with fishing, and so on," says the state's retirement and benefits director, Paul Arnoldt. "We've been reading a lot about the financial instability of Social Security, and we distrust Congress's ability to manage the program and to maintain secure funding of it."

Salaries of state employees in Alaska average 30 to 60 percent higher than that of their counterparts in other states, Alaska officials say. Under Social Security, workers making lower salaries are eligible for larger percentages of retirement benefits than are workers making higher salaries. Consequently, Alaskans are paying

relatively large amounts of money to Social Security, but are receiving proportionally lower benefits than their counterparts in other states, according to state officials.

Alaska officials propose to use the money formerly paid to Social Security (currently 12.26 percent of employees' gross salaries up to \$22,900—half of it paid by the employee; half by the employer) to supplement the state health insurance and retirement benefit programs. Under the proposed plan, each employee will be allowed to choose benefits "cafeteria style" from five major categories: health, death, disability, survivors, and annuity.

According to Arnoldt, Alaska state employees already receive higher health insurance and retirement benefits than employees of any other state. (Alaska's cost of living also is the highest in the U.S.) Employees will be able to purchase needed benefits to supplement the state's existing benefit plans, he says. One possible danger: A worker who chooses certain benefits, such as those for retirement and disability, will not receive other benefits, such as those for survivors and death, as he or she would under Social Security.

The situation involves a trade-off, says Arnoldt: "Do Alaska employees want to collect the same Social Security benefits as workers in a state like Mississippi (as they now do), or do they want to try to get better benefits using the state's own resources?"—E.W.

fund O.A.S.D.I. insurance. The remaining 4 percent will be deposited in individual tax-sheltered annuities for each employee. At the currently available interest rate, these annuities can earn 8.5 percent interest annually.

The approximately 6.13 percent of gross salaries formerly deducted as the Dekalb employees' share of Social Security now will go directly to the employees, who were scheduled to get this increase in their paychecks after the plan went into effect October 1. Dekalb's intention, however, is that employees will deposit that 6.13 percent into tax-sheltered annuities, *not* that employees should regard the money as a raise in pay.

The success of Dekalb's plan, the consultants emphasized, hinges on employees investing their portion of the funds formerly paid to Social Security. If employees add their 6.13 percent to the

4 percent the Dekalb school system contributes, more than 10 percent of each employee's gross income up to \$22,900 will be earning interest—and this money will not be taxed until it is withdrawn. (Employees may withdraw the funds *they* deposit at any time, says Administrator Copeland. Access to the school system's contribution will be restricted, however: Employees may withdraw the principal and accumulated interest only upon terminating employment with the school system.) Unlike Social Security and many retirement programs, the Dekalb plan requires no minimum number of quarters or years of service before terminating employees can withdraw 100 percent of the employer's contribution. Suppose, for example, that an employee earning \$1,000 per month would this year begin contributing 6.13 percent of his salary to a tax-sheltered annuity. Adding this to the school system's 4 per-

cent contribution, 10 percent of this employee's salary could begin earning—in this case—an interest rate of 8.5 percent. Assuming that this employee received yearly salary increases of 7 percent, the employee could retire after 25 years with a total annuity package of \$261,189. After 30 years, the annuity package would be worth \$463,983. After 40 years of contributing to a tax-sheltered annuity, this employee could have a \$1,339,359 investment on which to retire.

But beware the numbers game: One financial expert *conservatively* estimates that inflation over the next 40 years will average approximately 8 percent *annually*. At even this conservative rate (and keeping in mind that inflation this year is running at 13 percent), a \$1.3 million nest egg in 2019 would be comparable to approximately \$51,834 in 1979 dollars. □

Social Security says: Look before you leave

By Stanford G. Ross

RECENTLY, some newspaper and magazine articles have suggested that if workers, especially young workers, were allowed to invest their Social Security taxes in some interest-bearing annuity plan, they would end up with a retirement income that far exceeds that provided by Social Security. I believe that line of reasoning is wrong on many important counts.

First, it fails to take into account the disability insurance protection available under Social Security. A young worker who begins employment at age 22 and becomes disabled as early as age 30 would have full protection under Social Security. Monthly benefit checks would be sent to support both worker and family, and that protection would continue as long as it was needed. Under a private investment plan, there would be no specific disability protection. A worker who began working at 22 and became disabled at 30 would be forced to rely on the principal and interest of only eight years of investments, an amount unlikely to support anyone with a prolonged disability.

Second, the private investment argu-

ment ignores survivor insurance. Workers covered by Social Security have life insurance policies that protect their families in the event of their deaths. Workers who die at an early age and have only a private plan would leave their families dependent on just the money that already has been saved, and there is a strong likelihood that would not be enough. Social Security, on the other hand, provides long-term benefits for families of workers in such situations.

Third, the private investment analysis fails to take into account hospitalization insurance available at age 65. Your Social Security tax dollar buys Part A Medicare insurance, and that protection is far more reliable than trying to save enough to offset hospital bills, which can run to literally tens of thousands of dollars.

Also, under Social Security, workers who move from one covered job to another carry full credit with them. This portability is not possible under most state and local employee benefit plans. People who work for only a few years under most retirement plans might not earn any benefit rights, or might lose all benefit rights when they leave employment covered under the plan.

Social Security, moreover, provides other benefits that are almost impossible for private plans to duplicate. For

example, Social Security benefits have been indexed /made to increase in relation/ to inflation. Inflation has presented an overwhelming problem to people living on fixed incomes for extended periods of time. Beneficiaries are assured their payments will keep pace with rising costs, an assurance virtually no private plan offers. And Social Security benefits are tax free, while private pension benefits received in excess of the amount contributed to the pension fund are counted in determining federal income tax liabilities.

Of course, each private pension is different, and the benefits offered under various systems have different values, but I think it is significant that over the past 12 years just over 115,000 state and local employees have withdrawn from the Social Security system, while almost one-half million decided to join Social Security. That means that for every one worker choosing to withdraw, five are coming into the system.

This is a very positive sign that most workers understand that the benefits of the Social Security system are valuable, that they are more comprehensive than those offered by any other program. Social Security's varied protection—against loss of earnings due to death, disability, and even inflation—makes it a good deal for American workers. □

Stanford G. Ross is U.S. Commissioner of Social Security.

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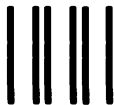
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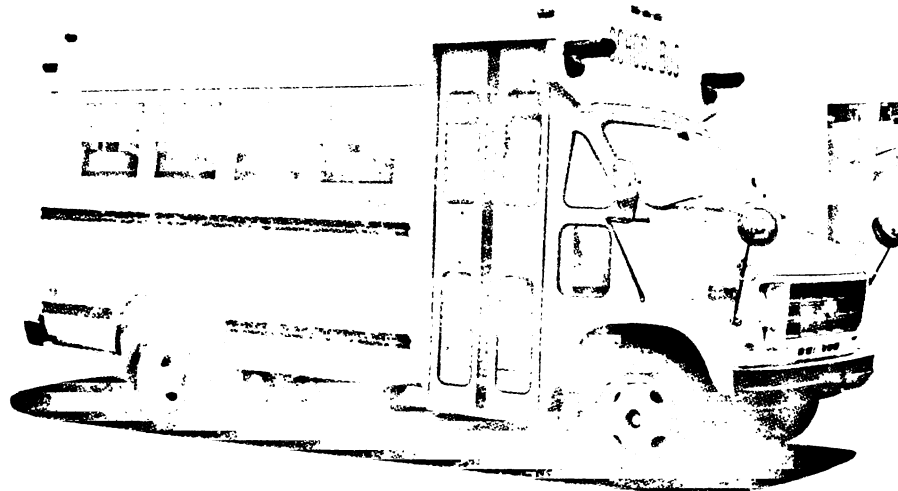
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Asbestos removal is expensive, and you're about to be handed the bill

By Dan Levin

PUBLIC and private schools throughout the U.S. soon might face hundreds of millions of dollars in new required expenditures. At least, that's the possibility raised by an advance notice of proposed rulemaking published by the Environmental Protection Agency (E.P.A.).

Friable (easily crumbled) asbestos is suspected of causing cancer, and the federal government now appears ready to require that the substance be removed from all schools in which it is present at levels considered dangerous by the E.P.A. Such asbestos commonly was used in insulation and soundproofing materials. The hitch: Nobody has figured out who will pay for this expensive removal process.

An advance notice of the proposed rules was published in the September 20 *Federal Register*, and it gives an indication of what E.P.A.'s final regulatory approach might be. States that have not already done so would be required to survey all schools to determine whether buildings contain friable asbestos. Regulations will cover only friable asbestos, which E.P.A. estimates might be contaminating 5 to 15 percent of the nation's schools. State inspectors or local school officials then will have to locate the asbestos, take bulk samples of the material, and send these samples to one of 38 qualified laboratories for analysis. The person who takes the sample—the school superintendent, suggests E.P.A.—also will conduct an "exposure assessment" in each school that, when compared with an E.P.A.-created standard, will determine whether the asbestos must be removed.

Inspectors will be required to evaluate suspect materials by asking four basic questions: (1) Does the material contain more than 1 percent asbestos? (2) Is it friable? (3) Is the building material containing asbestos damaged or deteriorating? (4) Is the asbestos accessible to children, teachers, maintenance workers, or

others? Based on this evaluation, E.P.A. might require schools to post a sign warning people of the potential exposure to asbestos.

The surveys, exposure assessments, and marking requirements might take effect as early as January; removal requirements won't be imposed until next summer at the earliest. Any school that contains friable asbestos that E.P.A. concludes does not pose an immediate danger and need not be removed will have to be reinspected periodically.

One year ago, the JOURNAL was the first publication to bring the problem of asbestos in schools to national prominence (see *Asbestos in schools: Walls and halls of trouble*, November 1978). Since then, the House Education and Labor Committee has approved a bill to help schools get rid of the material, the public interest Environmental Defense Fund (E.D.F.) has petitioned the E.P.A., asking that schools be forced to remove asbestos (and that manufacturers be required to pick up the costs), and the E.P.A. has published an excellent technical guide that has helped schools proceed with asbestos removal. Now that this guidance package has been distributed, E.P.A. has set in motion the current regulatory process.

But a big question remains: Who is going to pay for asbestos removal? Two bills in Congress, H.R. 3282 and S. 1658, call for \$30 million worth of grants and loans for detection of asbestos and repair of schools. Under the House bill, sponsored by Representative George Miller (D-Calif.), schools would be eligible for 50 percent matching funds retroactive to 1977. The Senate bill, sponsored by Senator Jacob Javits (R-N.Y.), is similar to the Miller bill except it is retroactive to 1976.

Washington sources predict that Congress is likely to pass some sort of asbestos legislation by next summer. But controversial provisions, such as one requiring asbestos manufacturers to contribute to a fund to aid asbestos removal, have been deleted. Still, the money will have to come from somewhere. Recently, the U.S. Office of Edu-

cation ruled that Puerto Rico may spend some of its Title I money for asbestos removal. This approach follows the proposal of Representative William Goodling (R-Pa.), whose idea to allow schools to spend 1 percent of their federal education dollars for asbestos removal was shot down in committee. Regardless of the federal approach to helping schools pay for asbestos removal, sufficient money simply won't be available nationally to perform the entire job. The Miller bill calls for spending \$30 million, but consider: New York City schools alone already have spent \$40 million to get rid of asbestos.

Further clouding the funding picture is the E.D.F. petition. Attorneys for E.D.F. say that a section of the Toxic Substances Control Act (TSCA) authorizes E.P.A. to require manufacturers to pay for asbestos removal. The E.D.F. further urges the government to establish a fund to pay removal costs based on a manufacturer's share of the asbestos market. E.P.A. is shying away from that scheme, although it has not ruled it out entirely: "Before imposing a requirement under section 6 of TSCA," says a draft of the regulations obtained by the JOURNAL in August, "the [E.P.A.] administrator must determine that the manufacture, processing, distribution in commerce, use, or disposal of the chemical substance presents an unreasonable risk of injury to health or the environment. A determination of unreasonable risk regarding asbestos in schools requires consideration of the health effects of asbestos, the magnitude of exposure to asbestos in the schools, the effects on the environment, the benefits of the asbestos-containing material, and the reasonably ascertainable economic consequences of a rule. . . ."

Clearly, no one has decided what the federal role should be in solving the asbestos problem in schools. E.P.A. will accept comments on the September 20 advance notice only through mid-November. When the proposed rule is published in January, E.P.A. will listen

(Continued on page 49.)

Dan Levin is associate editor of the JOURNAL.

39 ways to prevent gasoline costs from burning your budget

By Bill Anderson

WHEN GAS prices are up—way up—and gas supplies are down, the people who run North America's school buses do what nearly every other consumer does: scramble for ways to conserve fuel and save money.

Luckily, school boards and school transportation officials this fall were ready for the scramble. Last summer's gas shortages—which triggered long gas lines in some cities and left some school systems low on supplies for summer school busing—were a signal to begin searching for more fuel conservation methods.

Their search so far has been lively, but not frantic. Schools *are* taking plenty of precautions to save fuel, while preserving adequate bus service, but most seem to be reserving more drastic measures—halting bus service—for emergencies.

To find out how school systems are trimming their transportation fuel bills this year, *The American School Board JOURNAL* talked with Billie Reynolds, executive director of the National School Transportation Association, and school transportation officials around the United States. Here's what we came up with: 39 ways *you* can save your school system gas, money, or both. The tips are arranged in three categories: (1) general policies, (2) bus maintenance, and (3) gas-saving purchases. Check the list to see how many of these ideas you can steal.

General policies

1. Combine existing bus stops to reduce the number of places students may

board buses. Because fuel efficiency is reduced each time a bus stops and starts, the fewer pickup points the better. Example: In Aurora, Colo., 200 bus stops for high school students last year were reduced to 25; 225 junior-high stops were honed to 100. As a result, buses averaged 4.54 miles per gallon in 1978-79 compared to 4.37 the year before.

2. Redesign bus schedules to eliminate winding routes and backtracking. Make efficient use of each mile a bus travels; if you can cut the number of miles traveled by redrawing routes, you'll save gas and money.

3. Increase the distance older students must walk to get to a bus stop. This prevents buses from wandering through every street of a large neighborhood. An example: Schools in Jefferson County (Colorado) increased the walk-

ing distance for kids to one-half mile as a fuel-saving technique.

4. Increase the number of kids picked up at each stop. If necessary, combine age groups that normally would ride on different buses and make deliveries to two schools (to a high school and a junior high school, for example).

5. In routing buses, try to plan bus stops on level ground when possible so buses won't have to work harder (using more gas) to start uphill.

6. If possible, plan bus routes with few left turns. It's safer, and buses won't idle their engines for long minutes while waiting to cross traffic.

7. Get the most out of every bus you own by staggering school openings and closings; this will allow double or even triple runs and automatically reduce the number of buses your system needs. This method is used in Indianapolis

Whither old yellow?

Have you seen the last of the yellow school bus? As of February 1, 1979, an Occupational Safety and Health Administration (OSHA) standard limits "occupational exposure to lead" to 50 micrograms per cubic meter. Unfortunately, lead chromate is a major pigment used in National School Bus Glossy Yellow, the paint that makes school buses visible, not to mention memorable. And workers who use Glossy Yellow might be exposed to much higher lead levels than the OSHA standard permits.

So far, big yellow buses still are on the road because manufacturers apply the paint by machine—with no humans exposed to it. The real problem could arise when buses are repaired and repainted in local body shops.

Paint manufacturers remain unsure whether it is possible to create a lead-free yellow of the same intensity and hue as National School Bus Glossy Yellow. Meanwhile, can anyone imagine a tangerine school bus?

Bill Anderson is assistant editor of the JOURNAL.

Transportation

schools, where some buses run three pickups and deliveries a day because of different starting times in elementary, junior high, and senior high schools.

8. Don't try to hoard gas in storage tanks for long periods of time. After several months, the gas loses octane and develops deposits that could harm a bus's carburetor.

9. Don't always buy all your fuel from one supplier. In these days of uncertain deliveries from refineries, it's

best to develop ties to several different suppliers. The reason: In an emergency, *one* of your suppliers almost certainly will be able to come up with some fuel for your buses.

10. Establish satellite parking lots for buses at schools throughout the district. Drivers then won't have to "deadhead" (drive empty buses long distances back to a central parking lot or garage).

11. Consider satellite fueling stations. In Nashville, several storage tanks were added at schools close to bus drivers' homes; this lets drivers refuel their buses without driving long distances to the garage each day.

12. Let bus drivers take their buses home during the day rather than returning them to maintenance centers. If some drivers begin their routes close to home, try letting them keep buses overnight.

13. Extend kindergarten and other half-day programs to a full day to eliminate extra bus runs.

14. Coordinate all special education programs to start and end at the same time. This eliminates the need for multiple bus runs during the school day.

15. Reduce the number of field trips for students. During the fuel shortage in California last spring, the Los Angeles Unified School District managed a savings of 16,000 gallons in 20 days by temporarily eliminating most field trips.

16. Combine extracurricular trips. Let the band ride with football players to games, for instance. Or, combine two athletic team trips. Nashville schools cut the number of extracurricular trips from 1,400 to 700 using this method.

17. Consider sharing buses with other school systems for out-of-town games, meetings, or other activities.

18. Discourage students from driving their own cars to school. This won't save the school system gas, but it *will* conserve energy and help ensure fully loaded, cost-efficient buses.

... Colorado mandates conservation

Colorado became the first state to mandate fuel conservation for school systems when it passed "Senate Bill No. 1—Reduction of Motor Vehicle Emissions." The law says, in part:

"(1) Not later than December 1, 1979, each school district . . . shall submit to the department of education a plan designed to reduce the consumption of petroleum products and automobile emissions resulting from the transportation of students to and from school. Such a plan shall include specific strategies designed to result in the following: (A) the achievement of conservation of petroleum products; (B) the reduction of the number of automobiles driven by students, faculty, administrators, and parents in connection with school activities; and (C) actions taken to encourage alternate forms of transportation other than the private automobile. . . ."

... manufacturers develop efficiency

North America's bus manufacturers anticipate more public demand for fuel efficiency in the years ahead. Here's what Thomas R. Carrig, director of vehicle planning and development for Sheller-Globe Corp., says is in store for school buses in the next decade:

More emphasis on aerodynamic design. Already an important feature in many automobiles, body design will become more important for 1980s buses. One of the first expected innovations: elimination of the front-mounted radiator, which will help designers reduce the wind resistance of school buses and, consequently, will save fuel.

New body materials. The all-steel body, necessary today for safety standards, will give way to bus bodies of composite materials. Possibilities that could produce energy-efficient and lightweight—but strong—combinations: Metal and plastic, glass fiber and plastic, plastic and rigid folds.

Specifications. Components that now are specified by *design* standards will become *performance* standards. Rather than specifying the *type* of heater allowed on buses, for example, specifications will call for heaters by the *amount* of heat they produce.

... allocations punish gas savers

Fuel prices for school transportation systems—and for everything else—will be astronomical this winter. But thanks to a federal regulation in effect since August 1, priority users—which include school transportation systems—will receive 100 percent of fuel allocations based on their usage during the period from November 1, 1977, to October 31, 1978 (plus 10 percent to allow for growth). Formerly, schools were limited to the fractional allocation of their suppliers—if the supplier received only 85 percent of his allocation, his customers also received only 85 percent.

Though that might sound like good news, Billie Reynolds, executive director of the National School Transportation Association, says schools are being punished: "We cut back because of the energy crisis," she says, "and now we're held to fuel levels from a base period in which we *voluntarily* were using *less*."

Bus maintenance

19. Keep buses tuned so they will stay in top running condition. Some school systems tune buses after a certain number of miles, others after several months. Most school systems that own their own buses also have routine maintenance checks. Maintenance checks take place every 20 days in Lincoln, Neb.; every 2,000 miles in Los Angeles.

20. Monitor oil changes. Some school systems change the oil in their buses as part of regularly scheduled

maintenance; others, such as Los Angeles, change oil only after a chemical analysis shows it is needed.

21. Keep tires inflated to the recommended pressure. (In Indianapolis, bus drivers are given their own pressure gauges and are expected to check tire pressure daily.) Underinflated tires wear out more quickly and can reduce mileage by several miles per gallon.

22. Keep bus fuel tanks as close to full as possible; this cuts down on excess evaporation of gas that occurs in nearly empty tanks.

23. Lock gas caps to protect your fuel from thieves. (Sales of locking gas caps soared last summer when siphoning once again became common in some areas.)

24. Keep buses inside sheds or garages as much as possible during winter months. Buses left in the cold take longer to start and longer to heat up. Both are big fuel wasters.

25. Reduce the weight of buses by removing heavy chains and other accessories when they're not likely to be needed.

26. Maintain records of each bus's mileage. This is a good incentive for drivers to improve their performance, and is an early warning sign of buses that might need to be replaced.

27. Investigate the possibility of using synthetic lubricants and oils. Schools in Decorah, Iowa, have experimented with such synthetics and report reduced gas consumption, increased mileage, and less frequent oil changes.

Gas-saving purchases

28. Consider switching from gas-powered buses to diesel buses. Department of Transportation tests show diesel engines are more fuel efficient (although they do have some emission control problems). Carlisle Beasley, director of transportation in Nashville, says his system's gas-powered buses average 3.5 miles per gallon; his system's diesels average from 7 to 7.5 miles per gallon. In Jefferson County (Colorado), 82 of the system's 96 new buses this year are diesels. Director of Transportation Monroe Mayo says, however, that the school system never will have *all* diesel buses because small capacity vehicles don't justify the larger diesel engines.

29. Look into computer-assisted scheduling or routing for buses. It's not always necessary, though, to program the computer to design bus routes. School officials in Monongalia County (West Virginia) successfully used a com-

puter to consolidate information on the system's 12,000 students, and then designed routes themselves. (See story on page 36.)

30. Investigate the possibility of underground fuel tanks to store gas and diesel fuel. The advantage: more convenient refueling for buses and fewer miles traveled to refueling stations. Lincoln, Neb., schools are adding four new tanks this year to bring their storage capacity to 50,000 gallons.

31. If you already have fuel storage tanks, consider buying or renting tanker trucks to transport fuel directly from refineries yourself. In Jefferson County, new tanker trucks allow the school system to save money when it buys and picks up fuel from refineries outside the Denver area.

32. School systems with storage tanks also might consider installing high-speed dispensing pumps. Refueling time for buses in Jefferson County was cut from six minutes per bus to approximately three minutes, which means less gas is wasted waiting in line to refuel.

33. When replacing worn bus tires, consider buying radials. Their reduced road friction makes for better mileage on all kinds of vehicles.

34. Don't discount automatic transmissions. Some buses with automatic transmissions actually get *better* mileage than those with standard transmissions (because they can quickly attain and then *maintain* optimum speeds).

35. Use driver training *simulators* to instruct novice drivers; this saves gas by keeping empty buses from being driven around solely for driver training.

36. Buy buses that meet the school system's own size requirements. As a rule, look for the smallest, lightest bus for the job.

37. Consider installing two-way radios in buses. They can increase fuel efficiency because central dispatchers can notify drivers already on their runs of route changes or of emergency situations; this prevents buses from traveling wasted miles.

38. Look into intercom systems for buses: Drivers might be able to make announcements and handle some discipline problems without stopping the bus or taking their eyes off the road.

39. Consider replacing buses frequently to cut down on heavy maintenance costs. In Woodbridge, N.J., buses in the school system's 100-bus fleet are replaced every three years or so—*before* many fuel-robbing mechanical problems develop. □

Quick quiz to identify gas guzzlers

Conserving fuel is a never-ending battle that pits you and your wits against the gas-guzzling tendencies of your school system's buses—and maybe the drivers, too. To gain as much ground as possible, try some of the suggestions in the story starting on page 33. Also, take a close look at the way your drivers handle their buses: Are they keeping fuel efficiency in mind?

Here's a quick test you can take to answer that question. Find out if your drivers get a Yes or No to each of the following questions.

Do your bus drivers:

1. Cut off the engine when it idles for more than a minute or two?
2. Warm up their buses in the morning for 30 minutes or more?
3. Maintain speeds between 25 and 45 miles per hour whenever possible?
4. Drop kids off at their front doors in the afternoon?
5. Start out fast in the morning when buses are empty?
6. Use the transmission to hold the bus when stopped on hills?
7. Slow down in advance when approaching turns on stops?
8. Keep off the accelerator when going downhill?
9. Shift into neutral when standing still in traffic or on very hot days?
10. Train new drivers while "dead-heading" back to the parking garage?

Here's how you score.

Give yourself five points for every Yes on questions 1, 3, 7, 8, 9, and 10. *Subtract* five points for each No on these questions. Now, give yourself five points for every No on questions 2, 4, 5, and 6, and *subtract* five for each Yes.

The best possible score is +50; the worst is -50.

Here's what your answers mean:

Answering Yes to questions 1, 3, 7, 8, 9, and 10 means your bus drivers know how to squeeze the most mileage from every gallon of gas:

Question 1: Reducing idling time is one of the easiest—but best—ways to conserve fuel. Any time buses would idle for more than a few minutes, it's

wise to cut off the engine. Restarting won't use as much fuel as will long periods of idling (although restarting might increase engine wear).

Question 3 and 7: Keep speeds slow and steady—between 25 and 45 miles per hour—to increase miles per gallon. Fast acceleration and quick stops are murder on fuel efficiency.

Question 8: Take advantage of downhill grades by maintaining speed without stepping on the gas.

Question 9: On hot days and in stop-

If your drivers failed the quiz, you need a training program

and-go traffic, engines are ripe for overheating. Reduce the chance of that happening by shifting into neutral to lessen the load on the engine.

Question 10: Never take buses out only to train new drivers. Use driving simulators and then have trainees ride along on regular bus routes; trainees then can take the wheel on the trip back to the garage.

Yes answers to questions 2, 4, 5, and 6 mean your drivers tend to be careless about fuel efficiency.

Question 2: Warmup times for buses shouldn't exceed five or ten minutes. Any more is a waste of time and fuel.

Question 4: Stick to established bus stops. The bus route was designed for fuel efficiency; don't cut mileage by making frequent unscheduled stops.

Question 5: Drivers should be trained to keep constant, moderate speeds even when the bus is empty. Also, racing the bus in the first few minutes of operation is a big gas waster.

Question 6: If drivers have to stop on a hill, have them use the emergency brake—not the transmission—to hold the bus. Don't make the engine work harder just to stand still.

If you scored between +20 and +50, congratulations: Lower fuel bills should be the reward for your efforts. If you earned between -19 and +19, you're on the right track; keep trying. If you scored below -20, your drivers have their heads in the sand. Inservice training on fuel efficiency might be the

answer. —B.A.

Try this three-step process

TAMPERING with a school bus routing plan is a lot like closing a school—no matter how prudent you are in making a decision, *someone* is sure to hate it.

But like closing a school, changing a bus route sometimes is unavoidable. In Monongalia County (West Virginia) schools, for example, situations arose in the 1977-78 school year that made just such a change necessary: (1) A new West Virginia law was passed forbidding students to stand on school buses; (2) the West Virginia State Department of Education extended instructional time at all schools by about 15 minutes; (3) parents complained about bus routes that required their children to arrive at school early or leave late; and (4) the school board became concerned about the amount of time students spent on buses in the largely rural school system.

The Monongalia board—led by President James Summers and Superintendent Jack C. Dulaney—asked two industrial engineers at the West Virginia University to study their bus scheduling problems and suggest a solution. Donald L. Gochenour Jr. and Edward L. Fisher—the two engineers—decided to use the school systems small computer to gather and organize facts about Monongalia's transportation system and work from that information.

The important first step in their plan: Identify groups that must be consulted before any changes in bus routes can be made. The groups were: (1) the superintendent, who was mainly concerned with balancing good bus service with reasonable costs; (2) the school board, which wanted a five-year projection on the equipment and manpower that would be needed to run the bus system; (3) parents, who were interested in safety and convenience for their children (as well as separation of elementary and high school students on different buses for disciplinary purposes); (4) bus drivers, who preferred the old system because it fit well with their established work routines; and (5) teachers and administrators, who wanted to reduce the

number of students who arrived at school early or left late (because of the added responsibility and potential legal implications).

Following interviews with each of the groups, the engineers recommended that the computer be used to establish an extensive data file with information on buses, schools, existing routes, and students. A model schedule then would be developed using the data file.

Information in the file included: capacity, seating arrangements, operation costs, and age of *buses*; location, opening and closing times, grades, and capacities of *schools*; and location of schools and bus stops on current bus *routes*. All of these facts were provided by the superintendent's office.

Student data—including each student's name, mailing address, home location, grade level, and busing requirements—came from questionnaires distributed to parents. The information was updated twice during the 11-month study to include student transfers, graduations, and the like.

Once the computer was fed all the data on buses, schools, routes, and students, the engineers began work on the scheduling model. With the computer's assistance, they could obtain quick, accurate lists of the number of elementary school students living in a given area of the county, the number of buses that could accommodate up to 66 passengers, and other pertinent information. (The computer was not used actually to design bus routes because the pattern of the county's roads forced decisions. Only one passable route existed, for example, between Dents Run and Coburn Creek, so there really was no choice of how to get from one to the other or which bus should pick up students who lived along that route.)

The engineers decided on this three-step process to design the model route (see accompanying map):

Step one: Begin the route as close as possible to a driver's home (point A in the example), and travel along a main roadway toward the school.

for efficient routing of your buses

Step two: Continue on the main route until arriving at a juncture (point B). If the bus has enough space on board to pick up *all* the students who live along this route, it does so before returning to the main route. (In the example, the bus travels from point B to point C and back.)

Step three: The bus resumes travel on the main road until it comes to another juncture. (Point D in the example.) It continues to travel all such routes—picking up passengers—as long as there is room left on the bus. (In the example, the bus runs to points E, F, and G.) When the bus runs out of seats, a new route begins. At point H in the example, the bus is full and a new route begins there. The original bus then proceeds directly to the school.

Using this web-like model for each of

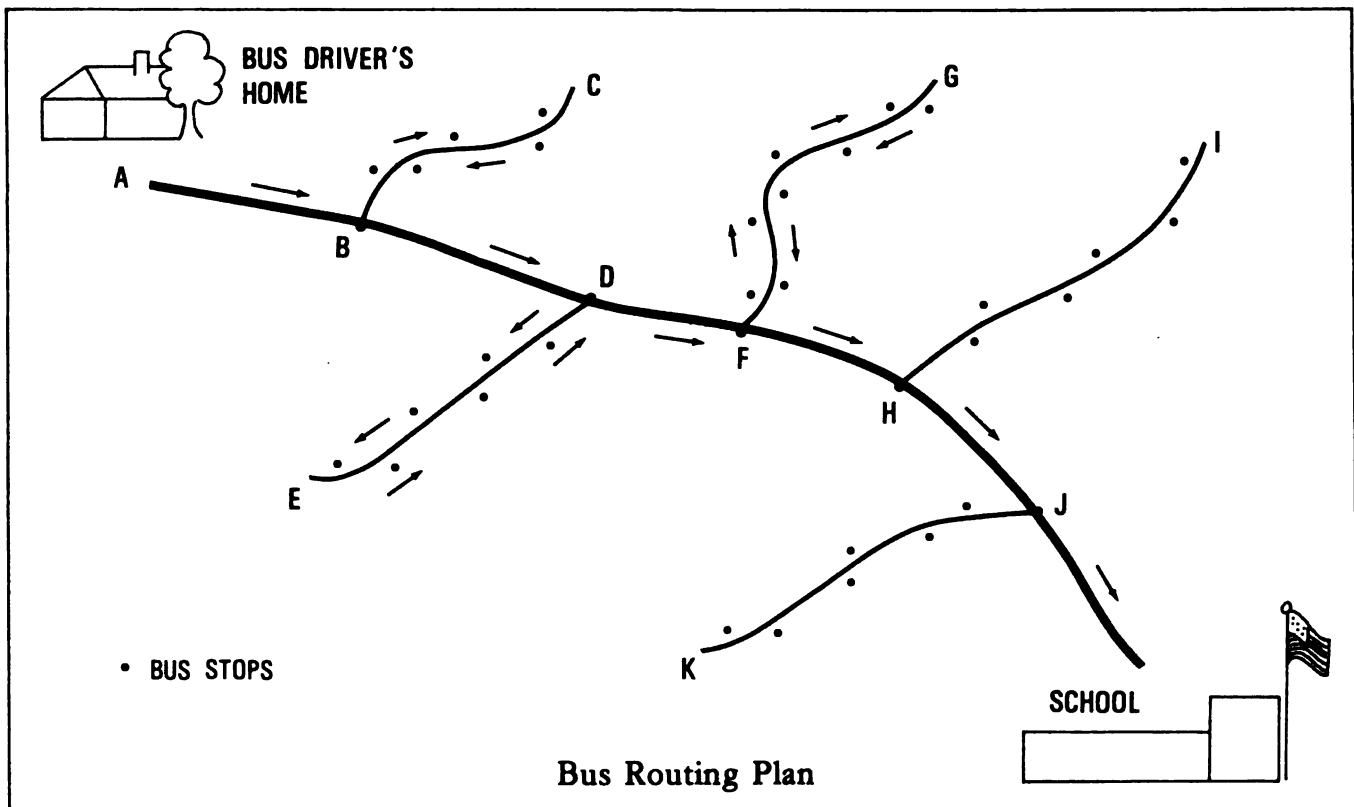
the system's buses, the engineers discovered that six new vehicles would be needed if the county were to meet the state's law on overcrowding. A total route structure for the county then was designed with the new buses in mind.

When the plan was presented to the board, it included a recommendation for the six buses and different opening and closing times for four of the system's 54 schools. Upon board approval, the plan was turned over to bus drivers for their review. (The drivers pointed out a few errors in route design and soon recognized that other drivers' routes affected their own; this ultimately led to greater acceptance of the new plan than had been expected.)

In the fall of 1978, the new routing plan was launched. Results: The number of students arriving at school early

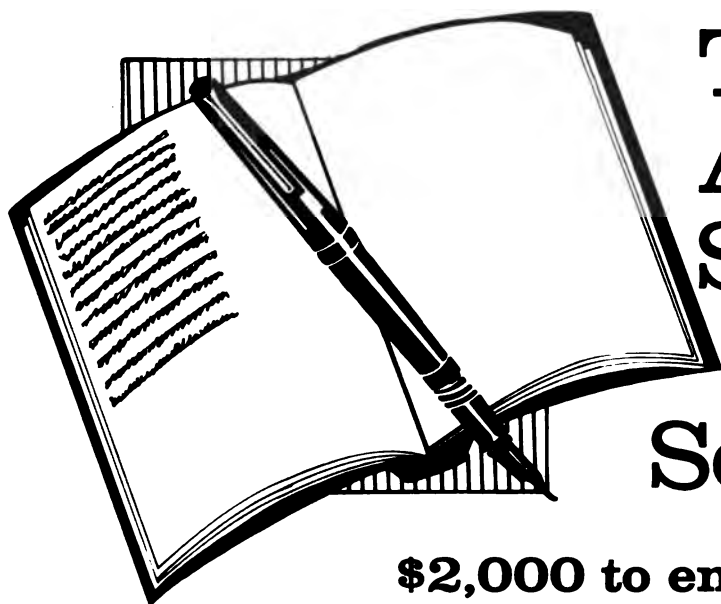
dropped by 38 percent; the number of students leaving school late dropped 62 percent; no bus was overcrowded; and students spent less total time on buses because of more efficiently designed routes. One problem: Although parents originally had requested that younger students be separated from older ones, they soon discovered *they* had to accompany elementary students to bus stops themselves as a result of the change.

Besides ending up with a streamlined school transportation system, the Monongalia board also sees another benefit in the new system: The student information on file in the computer is continually being updated for use in compiling statistical reports for state and federal governments, in forecasting future enrollments, and in long-range facilities planning.—B.A.



Monongalia County (West Virginia) school officials developed this plan for the system's new bus routing schedule: Buses start out on main roadways (picking up students along the way), then travel side roads as long as seats are available. When the bus is full, it takes a direct route to the school. See accompanying story for details.

A new career opportunity



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The National School Supply & Equipment Association, in cooperation with The American School Board *Journal*, has established an annual \$2,000 scholarship to provide incentive, recognition and financial assistance to an outstanding individual for his or her professional development in the field of education.

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To be considered for the scholarship, an applicant must: (1) be a citizen of the United States or Canada; (2) be officially nominated by his or her school board; (3) be able to attend the National School Boards Association annual convention, April 19-22 in San Francisco (coach air travel and expenses not exceeding \$500 will be reimbursed; complimentary hotel room); (4) fill out an application form, which can be obtained by writing: The American School Board Education Scholarship, 1055 Thomas Jefferson St., N.W., Washington, D.C. 20007

**Deadline: Completed application forms must
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Write for your
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Dallas's nonprofit foundation founders

OOPS. In one of those heartbreaking accidents of timing that turn magazine editors' hair white, a perfectly fine story we wrote about the Dallas public schools' ambitious venture into education capitalism (*Nonprofit foundation and profitable real estate make millions for Dallas schools*, August) was made perfectly embarrassing by events that occurred between the time the story was researched and written and the time it was published. Dallas's Foundation for Quality Education (F.Q.E.) faltered amid allegations of scandalous fiscal mismanagement—allegations made just about the time the JOURNAL's story was hitting the mails.

That story described how the Dallas schools hoped to parlay shrewd real estate management and the marketing of school-system-developed curriculum materials into millions of dollars. Ultimately, if everything came off according to plan, bond referendums would become obsolete, and tax reductions would become an annual rite. That was the plan, at least.

When Dallas school board members opened their *American School Board JOURNALS* in August, they were "sort of laughing and crying at the same time," according to one Dallas school official. While the August JOURNAL reported school officials' high hopes for the foundation, the *Dallas Morning News* ran almost daily front-page headlines: "School board authorizes legal steps against foundation"; "Suit against foundation 'inevitable'"; "Dirt behind facade surprised /School Superintendent Linus/ Wright"; and "Former School Superintendent Nolan/ Estes era now tarnished."

School executives Wright and Estes place the blame for the morass squarely on the shoulders of 69-year-old businessman James Bond, the former president of F.Q.E. Bond was recruited by Estes, who conceived the idea for the foundation. Together, Bond and Estes unveiled plans for a \$113 million project called Eastern Gateway. Three buildings—a 51-story office tower; a 25-story, 512-room hotel; and a 210,000-square foot, seven-story school administration building—were envisioned for a 6.2-acre plot of land the schools owned

on the fringe of downtown Dallas. Commercial and retail space and possibly a magnet school were to be part of the grand plan.

That was the biggest project for F.Q.E., but Estes also persuaded the school board to let Bond manage virtually all of the school system's real estate. When Linus Wright took over from Nolan Estes, Wright had serious misgivings about this arrangement and thought it was illegal. But Bond patted him on the shoulder and said everything was in good hands. In July, Wright asked Bond to turn over the rental receipts for several of the schools' properties the foundation was managing. Wright estimated this amount to be somewhere in the neighborhood of \$700,000, although Bond disputed the amount. By July, F.Q.E. had turned over a mere \$40,000 in rental receipts to the schools. Bond continually stalled, so Wright set a deadline of noon, Friday, August 24, for Bond to hand over the remaining money. That Thursday evening, a foundation trustee handed one of Wright's assistants a check for \$87,415 and a note saying that nothing more was left of the \$700,000 the foundation had collected in rental fees over the past two years.

But the rental fees were not all that was missing. Bond apparently had used a \$195,000 certificate of deposit, which represented school district scholarship money, as collateral to secure an \$80,000 loan for the foundation's operating expenses. In addition, Price Waterhouse & Co., the school system's auditor, discovered that the foundation had paid \$253,000 in consulting fees to the William Maxwell Construction Co. The payments allegedly were transmitted in checks of roughly \$5,000 each, but no one explained what kind of consulting work the construction firm did for the foundation.

On August 22, the school board unanimously voted to urge the foundation trustees to dissolve F.Q.E. and authorized school attorneys to seek legal action if all the money owed to the schools was not received by Friday, August 24. On August 23, foundation trustees voted to disband and later received an injunction against Bond that prohibited him from touching any of

the foundation's assets or records. In mid-September, the trustees' suit against Bond was in district court in Dallas. One trustee described a meeting among two F.Q.E. trustees, the foundation's attorney, and the owner of the William Maxwell Construction Co., William Oswalt III. At that meeting, according to trustee Dr. Onesimo Hernandez, Oswalt offered a \$93,000 "gift" to the foundation as a means of returning questionable consulting fees. Hernandez testified he declined the gift because the foundation would have had to keep the "gift" a secret, and to do so would have meant keeping two sets of books for the foundation—one public and one private.

Evidence submitted at the hearing, which resulted in the appointment of a court-designated receiver to liquidate the foundation's assets, showed that many of the foundation's checks paying Maxwell invoices were made out to Oswalt and that \$41,000 of the checks were cashed and not deposited in the Maxwell company account. Price Waterhouse & Co. said Oswalt claimed 1,300 hours of consulting time, an unusually high figure "particularly in view of the responsibilities normally associated with the president of a construction company."

One foundation trustee said at the hearing that it was difficult for foundation trustees to keep an eye on Bond because there were so few board meetings. After taking testimony from the foundation's accountant, Judge James McCarthy said, "What I've learned from this witness is that he's put down what he was told [by Bond] to put down."

It's a mess, a gooey mess. "The thing that hurts most," says Dallas schools' spokesman Larry Ascough, "is that many big names in this town served as foundation trustees in good faith, and now they're caught up in the whole thing. It's embarrassing for them, and it makes you wonder about their future willingness to participate."

Two foundation trustees—one a former school board member—are on record as still endorsing the *concept* of a foundation to aid public schools. Embattled Superintendent Wright also believes the idea is sound: "All it needs is

Foundation

the right kind of management. In our case, poor management killed it. It will be a long time before we can look at the idea again. But it is a good idea."

Wright is not the only person who blames bad management in general and James Bond especially for the foundation's demise. Says former Dallas Superintendent Nolan Estes, who several people in Dallas say must share part of the blame: "In spite of all the precautions we took, it looks like Bond conned everybody first one way and then the other. How it could happen is a mystery to me." Bond, explains Estes, had a sterling record of community service. He had been president of a prestigious charitable institution in Dallas

and was the Department of Health, Education and Welfare's regional director for several years. "Apparently," says Estes, "Mr. Bond was a very good talker."

Wright and Estes, when asked what they would do differently in setting up a foundation to benefit public schools, both replied they would be more careful in selecting a president. In addition, Estes says, broader representation from various segments of the city on the foundation's board and more cooperation between the city and the schools might be a good idea. Also, Estes reflects, an active member of the existing school board should have sat on the foundation's board.

Wright says the foundation is "a creative concept and I support it 100 percent in two areas: soliciting dona-

tions and marketing curriculums." What Wright did not like was the practice of schools "lending" the foundation five employees; Wright says this was illegal. Nor did he like the idea of turning over the real estate management to the foundation.

Estes defends that action with the explanation that the school system was in the midst of a citywide desegregation order and "at that time our facilities department had about all it could handle." According to Estes, "It was a manpower decision to transfer the real estate management to the foundation. Under normal circumstances, we wouldn't have done it."

Litigation in the bizarre case of James Bond and the Foundation for Quality Education might stretch through the new year.—*Dan Levin*

The idea of school foundations flourishes

Ralph Lieber had to laugh when we asked him about the Foundation for Quality Education (see accompanying story).

As superintendent of schools in Edina, Minn., Lieber has been a part of a venture similar to the one in Dallas for more than a year. In Edina, a Minneapolis suburb, the schools and the city benefit from a nonprofit foundation, although the plan is less ambitious and on a much smaller scale than the one in Dallas. But in Edina it seems to be working. Five hundred donors have pitched in a total of more than \$16,000, which has enabled the Edina City-Schools Foundation to fund a course entitled "Everybody's Business" at two high schools. Lieber says the schools would not have been able to offer the course on the American business system if the foundation did not provide the money for staff, texts, and curriculum development.

The foundation also has provided seed money to a student group that hopes to run a "Renaissance Fair," which will highlight Edina students' accomplishments. Long-range plans include a performing arts center and emergency ambulance service for Edina.

Lieber does not gloat over the *apparent early success of and enthusiastic community support for the Edina*

foundation. "The Dallas foundation was a very innovative and creative idea," he says. "It was a wise use of funds and a tremendous idea." Something in the balance of power in the Dallas foundation allowed for the misuse of funds, Lieber speculates. "Any foundation ought to have built-in checks and balances," he says. "Ours does."

One major difference between the Dallas and Edina foundations, apart from the obvious difference in size and expectations, is that no one in Edina is paid to run the foundation; the executive secretary of the local chamber of commerce handles the day-to-day operations. The Edina foundation shows that the idea of a nonprofit foundation to benefit public schools is not an idea limited to big cities. Given a healthy dose of cooperation among school and community leaders, the concept can work. Ralph Lieber told us how:

"Pressed by cantering (if not quite galloping) inflation, by taxpayers' reluctance to pass local referendums, and by legislative restrictions on school systems, school leaders might try this idea to boost revenues: Create a public foundation either solely for the school system or, if your school boundaries are generally coterminous with those of your town, establish a joint public foundation. The founda-

tion serves as a central source for receiving gifts and making grants. As a nonprofit corporation, all gifts, donations, and bequests are tax deductible. Consequently, the foundation can serve the interests of many parties: It allows the civic-minded to assist the community's public agencies. It provides for a greater return of community service. And it offers the schools and city government the opportunity to maintain current services or to seek money to explore new programs.

"To avoid any questionable internal revenue entanglement, it is best to disassociate the foundation from the schools, making it an autonomous organization with its own board of directors," says Lieber. "To provide some liaison with the schools and the city, we in Edina have built into the bylaws of our foundation the requirement that the chairperson of the school board and the mayor be two of the foundation's five foundation directors. The city manager and superintendent of schools are *ex officio* members and serve as counselors.

"Standard procedures are necessary for any organization to survive and the directors who run our foundation know this. There is a clearly defined process to apply for a grant. Applications are reviewed by a disbursement
(Continued on page 49.)

Here's a full plate of advice on running breakfast programs in schools

By Jerome Cramer

WHO says it's all gloom for educators this year? Here's a program that costs relatively little money to operate, isn't complicated, and helps children work up to their full potential: breakfast.

"For public schools in Massachusetts, and I suppose in most other states, enrolling in the federal school breakfast program is simple," says Thomas P. O'Hearn of the state department of education in Massachusetts. "Any public school can enroll immediately by filling out a simple form, and sending it to the state department of education." And, "if for some reason school systems have problems filling out the form, they can ask the state board for assistance," he says.

Proponents of school breakfast programs—including some state school superintendents, school nutritionists, school board members, and nutrition activists—point out that approximately 90 percent of the school systems in the United States take part in the federal school lunch program. Enrolling in the school breakfast program amounts to little more than checking a single box on an application form or filling out a single line with information already tallied for the lunch program. In other words, to start a breakfast program, school systems should have to complete no new surveys, provide no new information, and ask no new questions.

"Once the school has been enrolled in the breakfast program," says Teresa Trogon of the U.S. Department of Agriculture, "some states even provide a cash advance to get breakfast programs operating quickly." The amount of the cash advance is then deducted over time from the reimbursement the government pays the school system to

cover the cost of serving breakfast.

These cash reimbursement payments have been increased according to new regulations adopted by the U.S. Department of Agriculture (U.S.D.A.). School systems now will receive more federal money to pay for breakfasts and for the direct and indirect services involved in program operation. "While school lunch programs still are supported, in part, by local funds, the cost of the school breakfast program is intended to be paid for *entirely* by the government," says one school nutritionist.

Three classifications have been established for breakfast program reimbursement. As in the lunch program, children from poor families are eligible to receive breakfast in schools free of charge. The next group, children from families with some financial need, receive reduced price meals. Children from families who earn above a certain level of income must pay full price for their meals. The school system, however, is reimbursed like this: 47.5 cents for each free breakfast, 39 cents for each reduced price breakfast, and 13.5 cents for each full price breakfast it serves.

"That is not a great deal of money, to be sure," says Gwen Chegwidan, the food service director in Murrysville, Pa., "but it certainly is enough to provide a nourishing breakfast for children in a well-run program."

If a school system is classified as having a "severe need" (that is, if more than 40 percent of school lunches are served free or at a reduced price, or if state law requires schools to serve breakfast), then the schools are eligible for *extra* payments: approximately 57.5 cents for free meals, 52 cents for each reduced price breakfast, and the standard payment of 13.5 cents for each full price breakfast.

Under federal law, schools can be reimbursed not only for the cost of food, but for the direct and most indirect costs of preparing and supervising school

breakfast programs. Funds also are available from the states to help schools purchase equipment needed to establish breakfast programs. Finally, some states provide extra money in addition to the federal reimbursement rate for schools that can't make the breakfast program break even.

"Perhaps the biggest myths about breakfast programs are that they are difficult to operate, require lots of extra help, and are expensive," says Margaret Lorber of The Children's Foundation, a nutrition and child advocacy organization that has a special concern about school breakfast programs. "Operating breakfast programs is fairly uncomplicated," she says. "We've found that while most adults think only of eggs and bacon and juice for breakfast, children are much more flexible. A good, nutritious breakfast can include cheese, fruit, occasionally a cold vegetable, even whole wheat pizza or a peanut butter and jelly sandwich. The point is that a simple breakfast program can be operated with little or no cost to the school system and with a minimal amount of supervision and preparation time."

Example: Cafeteria workers often arrive at school in the morning to prepare lunch. Preparing breakfast usually requires only that schools ask one or two employees to arrive a bit earlier. And unlike lunch, when some students are rambunctious and restless after sitting in class all morning, breakfast is a meal at which students usually are placid, peaceful, and quiet, according to school people.

If mixing breakfasts and bus schedules is a problem in your schools, here are some ways the problem has been solved: Peter Andreozzi, assistant principal in Seekonk, Mass., says that because his high school's bus schedule drops some students at the door with no time to spare, students are given the opportunity to eat breakfast during their

Jerome Cramer is managing editor of the JOURNAL.

Breakfast

study periods. The study hall is adjacent to the cafeteria and students can eat breakfast until 10:30 a.m. All students have a study period before 10:30 a.m., so all have the opportunity to eat breakfast. "There is very little problem with the program, and it's easy to operate," he reports. "One of the cafeteria workers comes in early to prepare the food, and students who eat breakfast in school are in charge of picking up their trays, cleaning their places, and carrying trays back to the kitchen."

In Fairfax County (Virginia), breakfast programs are spreading with the

full support of the school board and of Penny McConnell, acting director of the system's food service division. When the system decided to adopt school breakfast programs, McConnell says, the superintendent helped with the ground work. Information that spelled out ways to operate a school breakfast program was handed to principals. A survey was included that was designed to be sent home to parents so that each principal could gauge parental support for the program.

So far, 60 schools serve breakfast in Fairfax, and McConnell says the only problems that pop up take place on days when it snows or the opening of school is delayed: "In most cases we simply

have a policy of not serving breakfast if it looks like there is going to be a serious conflict with scheduling." Record keeping is no problem, because McConnell simply adds the list of breakfasts served to her school lunch records.

One interesting twist in the Fairfax school breakfast program is the involvement of senior citizens. Currently, several schools invite elderly persons in the community into the schools to have lunch with students (the county recreation department picks up the tab for these extra lunches). This fall, the program will be expanded to include breakfast. "The older persons have developed some very nice relationships with the younger students," McConnell adds, "and the children take a real interest in talking to the older folks."

This ease of operation for school breakfast programs is evident in smaller school systems as well. Chegwiddden, a strong proponent of serving breakfast in schools, says that the key to success is getting teachers and principals to back the program. "Once teachers see children's classroom behavior and concentration improving, they quickly become proponents of school breakfast," she says. (Some food service directors report that teachers often arrive early and eat breakfast with students.)

Problems: "Some of our bus schedules run kids to the door of the school right at the beginning of the first period. We serve a simple finger-food breakfast: cheese, fruit, peanuts, juice, and, in the winter, hot cereal. This takes little time to prepare or eat, and most principals will send the kids down to eat breakfast during the first period."

She adds: "It's so simple, it's unbelievable. We don't have a large number of children taking part, but if only a handful of kids need breakfast, we should serve it. Hungry kids don't learn as much, it's no big chore, and it helps kids and their teachers."

Once a week Principal David Kravet in Andover, Conn., arrives at his school a few minutes earlier than usual, dons an apron, and plays the Galloping Gourmet. He bakes muffins or cooks French toast or pancakes for the children who take part in the breakfast program. "Do you know how much a piece of frozen French toast costs?" he asks. "Seventeen cents. Do you know what it costs for me to make it? Two cents."

Kravet is a part of the growing number of school officials who are enthusiastic about school nutrition programs. Not only does he cook breakfast once a

Look for these snags before your program begins

Regardless of how simple some nutrition advocates make it sound, schools can run into snags when starting any new program. So, before you adopt a school breakfast program, you might want to consider some of the practical questions raised by Bertha Dixon, food services coordinator in Kansas City, Mo., in a recent issue of *Missouri Schools* magazine:

"1. Who will supervise students during breakfast periods? How much will it cost?

"2. Who will be responsible for tracking breakfast costs and separating them from lunch costs? How can breakfast activities fit into existing reporting and accounting procedures? Is additional labor required for accounting, and how much will it cost?

"3. How will classification of free, reduced price, and paid breakfasts be made and how will collections from paying students be handled?

"4. Who will keep breakfast participation reports and prepare claims?

"5. Will there be dining room seating problems? If a school serves 600 Type A lunches daily and has a dining room seating capacity of 150, students probably are served in four groups. What can be done if all or half of the lunch group comes for breakfast? The breakfast group usually does not arrive all at once, but if the early arrivals

must vacate the dining room to accommodate later arrivals, where will the first group go if classes are not open?

"6. If more than one group is required, what time must the first group arrive? Will this interfere with bus schedules?

"7. Building managers are scheduled to open buildings at 7 a.m. If more than one breakfast shift is to be served, cafeteria personnel may need to get into kitchens earlier. Who will open the buildings, and how much will it cost?

"8. The dining rooms are usually cleaned once daily, after lunch. If breakfast is served, the dining areas must be cleaned twice daily. Will this require extra labor? How much will it cost?

"9. What kind of contract do you have for trash removal? The most effective way to serve breakfast is to use disposable serving supplies. Can existing trash handling and removal arrangements accommodate the increased trash volume?

"10. The breakfast program may nearly double the milk refrigeration requirements. Labor costs and energy conservation have caused milk companies to reduce the number of weekly milk deliveries, making more storage space necessary. Is additional milk storage space available?"

week, but with the help of two local high school students paid with funds supplied by the U.S. Labor Department, he also operates a two-acre garden behind the school. The fresh fruits and vegetables from the garden are used in his breakfast and lunch programs. Pupils help out in the garden, tour the school kitchen to see meals prepared, and discuss menus during their student council meetings. "The cost is next to nothing," he adds.

How do these programs get started? According to school officials and nutritionists, the movement for school

breakfast programs usually generates when one individual—a school dietitian, school board member, teacher, or school administrator—decides that it's worth trying.

In Fulton County (Georgia), food service Director Sara Sloan was concerned about the health of students and became the driving force behind a breakfast program that banished the use of refined sugar (substituting honey and molasses instead). For protein, her breakfasts often rely on wheat flakes, oatmeal, chicken, pizza. Sloan also encourages teachers to ask parents not to

send children to school with junk food snacks. According to *Nutrition Action*, a publication that supports school breakfast programs, "It wasn't long before teachers were reporting that students who usually arrive after the late bell were coming on time. Student performance also has improved, according to teacher reports, and participation in the program averaged an incredible 93 percent."

Not only is school breakfast good for children, some economists claim that it's also a healthy shot for the local economy. According to the Indiana Nutrition Campaign (I.N.C.), money spent in the school breakfast program has a multiplier effect. That means each dollar spent to operate the school breakfast program in Indiana "generates not \$1 but \$2.30 in increased business activity and wages," says I.N.C. This money multiplies when it is spent at local farms, dairies, and fruit orchards, because it then is spent on feed, machinery, fertilizer, and seeds. Says the group: In one month, the "Indiana school breakfast revenues of \$225,885 yield a total of \$519,563 in business sales and wages for the state economy."

Supporters make operating a school breakfast program sound as simple as breaking an egg, but opponents are outspoken and successfully have prevented school breakfast programs from spreading. (Currently, approximately 20 percent of U.S. schools participate in breakfast programs.) The main objections, from school board members, administrators, and parents: lack of funding, conflicts with bus schedules, lack of facilities, concern over student supervision, reported lack of interest on the part of parents, and a general philosophical objection to schools feeding children.

The Milwaukee school system has a deserved reputation for operating a first-rate school nutrition program, but several years ago it dropped its school breakfast program like a hot skillet. Spokesmen for the schools claim few parents wanted their children to eat breakfast at school, that there were problems with scheduling breakfasts, and that the program was expensive to operate. "We'd rather run one program—school lunch—and do it well," says Carol Schlentz, acting food service director in Milwaukee. "And besides, parents said that breakfast was one meal that they could and should provide."

School breakfast advocates, however,



Principal David Kravet of Andover (Connecticut) Elementary School whips up French toast for hungry students in the school breakfast program.

Breakfast

point out that in Milwaukee the program was abandoned before increased funding was available. Breakfast advocates also claim that parents have to be taught about the program before fears about schools serving kids meals can be eliminated.

Carol Tucker Foreman, assistant secretary of Agriculture, in a speech before the National School Breakfast Coalition

this past March, put her finger on what many claim is the largest roadblock to the adoption of school breakfast programs. "I know of no magic wands that will brush away the breakfast-is-a-family-affair syndrome or dispel the lingering nightmare of a national nanny in Washington, D.C., dictating today what Johnny and Mary will eat tomorrow in Iowa City," she says.

"One school administrator I spoke to claimed that 'if we serve breakfast in schools, it will give lazy mothers an ex-

cuse not to get out of bed all day,'" says a spokesman from The Children's Foundation. That attitude is hardly widespread, but many nutritionists admit there is a great deal of mistrust on the part of parents and administrators concerning feeding breakfast to children in schools.

"It used to be that children who came to school without breakfast came from homes where the parents didn't care, and that stigma still exists," says Fairfax County's McConnell. "Many parents feel guilty and think they are failing if they let kids eat in school." When the school superintendent and board decided to push school breakfast, McConnell met with a number of parents who expressed fears about the program and what it might do to their families.

"I told parents that I understood that kids, like parents, sometimes don't like to eat right after they get up. If parents want to give kids some juice or food before they leave the house, that's fine. If for some reason they can't, that's also fine. Because when the kids get to school—if a child is hungry—we will have a good meal ready."

McConnell also points out ways parents can be helped to overcome their negative feelings about sending their children to school for breakfast:

"We asked administrators and teachers if they would allow their own children to eat breakfast in school," she says. "This helped build confidence in the program. And while it still may upset some parents in the community, it's hard to oppose programs designed to feed hungry kids."

"We'd all like to live in a society where every child sat down with his parents for breakfast. But that's not the way our society operates," says one urban school food service director. "We get kids on Monday morning who haven't eaten much more than fast foods and potato chips since lunch at school on Friday. Either we feed them breakfast, and give them a chance to learn, or we let them fall asleep at their desks or disrupt class because they are hungry."

For all their ease of operation, school breakfast programs might be considered a political risk. Teachers might be upset, administrators might claim they already are overburdened, parents might balk at an intrusion by the schools into their domain. But the question should and will continue to be asked: When it's so easy to do so, why won't schools feed hungry children? □

Get help for your system's breakfast program; ask here

School breakfast advocates claim that local school officials who are familiar with the program often become avid boosters of feeding children in schools.

Acting on this premise, the U.S. Department of Agriculture, several state departments of education, and a large number of local social agencies currently are involved in an education campaign called School Breakfast Outreach. The purpose: to tell the public and officials about the importance of a good breakfast and to push for adoption of breakfast programs in schools.

On the national level, a number of television networks have broadcast public service commercials featuring comedian Rodney Dangerfield and basketball star Julius Erving who explain the benefits of a nutritious breakfast. The federal government also currently requires appropriate state agencies to send school breakfast information to food service managers and administrators in schools that don't operate breakfast programs. Eleven states have started their own Outreach programs and are taking measures to push for school breakfast. In Massachusetts—which until recently had a mandatory school breakfast program—the state department of education employs 12 field workers to visit local schools and drum up support for school breakfast.

Federal officials also are urging local citizen groups—P.T.A.s and parent councils—to press school boards to

adopt breakfast programs. Board members who are interested in learning more about the program can contact their state departments of education, or write:

The Children's Foundation, 1521 16th St., N.W., Washington, D.C. 20036. This organization can provide information on school breakfast programs and can forward names and addresses of school systems of all sizes that operate successful school breakfast activities.

Nutrition Action, 1775 S St., N.W., Washington, D.C. 20009. As a part of the Center for Science and the Public Interest, Nutrition Action can supply schools with information on school breakfast and lunch programs and can provide curriculum materials for use in the classroom.

U.S. Department of Agriculture, School Programs Division, Food and Nutrition Service, Washington, D.C. 20250. U.S.D.A. can send school boards information on reimbursement rates and regulations that govern school breakfast.

Montgomery County (Maryland) Health Department, 2350 Research Blvd., Rockville, Md. 20850. For \$1.25, this county department will send schools an excellent book, *Start With Breakfast*, which spells out the elements of a good breakfast made at home or in a school. The booklet also contains suggestions for breakfast menus and snacks that can be prepared in schools without elaborate cooking facilities.—J.C.

Thinking of firing a teacher?

Before you act, carefully read this

By M. Chester Nolte

FIRING teachers creates more lawsuits for school boards than any other action boards can take. The reason courts decide *against* boards is not because boards don't have the right to hire and fire teachers—that goes with the territory. What causes the problem is *how you do it*. In numerous rulings, the courts have been consistently clear on one important point: No matter what kind of contract you sign with teachers, implicit in that contract are rights governed by the U.S. Constitution. Abridge these rights and you've lost your case.

The courts have given school boards fair warning, for instance, that they must comply with the Fourteenth Amendment; its application in firing teachers means that, before termination, a person must be given a hearing before an impartial tribunal. (For further discussion of several exemplary cases, see *Here's how to avoid bias charges while administering open-eyed justice*, March.) Two recent and related rulings by the U.S. Supreme Court, one in 1977 and the other in 1979, add to earlier opinions upholding teachers' rights to free speech under the First Amendment. Here are the details:

The earlier of the two cases arose when the Mount Healthy (Ohio) school board fired a nontenured teacher in what the teacher alleged was an unconstitutional denial of his rights. The teacher had been involved in a fistfight with another teacher, had made obscene gestures to female students, and had telephoned a local radio station to report a new dress code for teachers—set up by his school principal. This call resulted in the school receiving considerable adverse publicity. Although the

teacher later apologized to the principal and admitted that he should have talked with him first about the dress code, the superintendent recommended that the teacher be fired and cited the telephone calls and the obscene gestures as behavior calling for dismissal.

When the teacher challenged his dismissal, his right to free speech was confirmed by all three courts in which the case appeared. In upholding the appellate court's disposition of the case, the Supreme Court held that a nontenured teacher *can* be dismissed without a hearing in some instances, but that he *cannot be discharged for exercising a constitutionally protected right*. The teacher's call to the radio station, said the court, was indeed protected by the First Amendment. The Supreme Court held that the call was a substantial or motivating factor in the school board's decision to terminate the teacher. The legal question: Did the board have sufficient grounds, *other than the constitutionally protected conduct*, on which to base a decision? The Supreme Court could not tell from the record whether there was sufficient additional cause on which the board could base its decision and the case was remanded to the district court for further proceedings consistent with the Supreme Court opinion.

The Supreme Court's Mount Healthy rule later was applied in a case arising in Mississippi and coming before the court on January 9, 1979. Bessie Givhan, a teacher, alleged she was dismissed from her teaching post for criticizing policies of the school board and practices in her school during a time when the system was in the throes of desegregation. To support its claim that Givhan should be denied further employment, the school board presented evidence of a series of private encounters between Givhan and her principal in which she allegedly made "petty and unreasonable demands" in a manner variously described by the principal as "insulting," "hos-

tile," "loud," and "arrogant." The federal district court supported Givhan on the grounds that her demands were neither petty nor unreasonable and were protected by the First Amendment. Further, the court concluded that her dismissal primarily was caused by her critical remarks.

When the school board appealed the verdict, the Fifth U.S. Circuit Court of Appeals reversed the lower court's decision, because Givhan's opinions were expressed in private to the principal. "To force school principals to be ombudsmen for damnable as well as laudable expressions," said the Circuit Court, "would be outside her [Givhan's] constitutional rights." Givhan then appealed to the U.S. Supreme Court, which ruled unanimously in her favor.

"A public employe does not forfeit his protection against governmental abridgment of freedom of speech if he decides to express his views privately rather than publicly," said the Supreme Court. "The interests of the employe as a citizen, in commenting upon matters of public concern" must be balanced against "the interest of the state, as an employer, in promoting the efficiency of the public services it performs through its employes."

So be prepared: Once a dismissed teacher can establish that conduct protected by the First Amendment or other constitutional provisions was the major cause of his dismissal, the burden of establishing another cause of termination falls on you. Unless you can show that you had substantial and sufficient reason to justify your action, courts will order you to reinstate the teacher with back pay. And, as the Givhan ruling indicates, a teacher's expressions of opinion, in public or private, critical or inaccurate, are protected by the First Amendment. Unless you can prove malice or intent to harm, you'll just have to grin and bear it. □

M. Chester Nolte, a foremost authority on school law in the U.S., writes frequently for the JOURNAL.

Social Security alternative: Here's how it works for Dekalb employes

Most of the employes of the Dekalb County (Georgia) School System should be receiving greater retirement benefits as a result of the benefit plan the school system will provide in lieu of Social Security coverage (see story on page 25).

The alternative plan, which is based on individual tax-sheltered annuities for each employe, will benefit both older and younger employes, according to Dekalb administrators. Older employes, who won't have accumulated much money in their tax-sheltered annuities when they retire, still are eligible to collect many of the benefits provided by Social Security because they made Social Security contributions during their years in the work force. Younger employes, whose relatively few years in the work force mean a substantial reduction or loss of future Social Security benefits, should be able to build up sizable tax-sheltered annuities for their retirement.

The following examples (from a Dekalb County study) show: (A) what benefits employes would receive from Social Security alone if the school system remained in the federal program; and (B) what combined payments employes would receive both from tax-sheltered annuities and from any previously earned Social Security benefits if the school system terminates Social Security coverage in 1979.

The estimates of future Social Security and tax-sheltered annuity benefits are based on the following assumptions: (1) Earnings after 1979 will increase at 7 percent per year; (2) Social Security benefits will increase at 7 percent per year; (3) tax-sheltered annuity accounts will earn 8.5 percent interest per year. The phrase "for life" refers to the *life contingency* option Dekalb employes have chosen for their tax-sheltered annuities. One of several methods of withdrawing tax-sheltered annuity funds upon retirement, the *life contingency* option provides guaranteed monthly payments throughout the employe's life-

time after retirement. Here are benefit comparisons for five employes:

Employee 1: Administrator, age 47; 1979 earnings: \$27,708. Retires in 1997 at age 65 after 38 years of employment. This employe's retirement benefit would be \$1,763 per month if Dekalb remained in Social Security. If Social Security coverage is terminated in 1979 and is supplanted by the tax-sheltered annuity program, this employe would receive \$4,275 per month, based on combined benefits of \$1,247 per month from Social Security, and a total of \$307,412 (\$3,028 per month for life) from his tax-sheltered annuity. These combined benefit figures assume 20 years of Social Security contributions and 18 years of contributions to a tax-sheltered annuity.

Employee 2: Teacher, age 26; 1979 earnings: \$13,374. After five years of employment, this teacher resigns in 1984 to have a baby. This employe would receive no retirement benefit if Dekalb remained in Social Security. She would not have satisfied the minimum number of years in the work force required of Social Security recipients. If Social Security coverage is terminated in 1979 and is supplanted by the tax-sheltered annuity program, however, she would be able to accrue a total annuity of \$7,700 during five years of tax-sheltered annuity contributions. These figures assume no Social Security contributions and five years of contributions to a tax-sheltered annuity.

Employee 3: Speech therapist, age 52; 1979 earnings: \$19,684. This employe retires in 1983 at age 56 after 30 years of employment. If Dekalb remained in the Social Security program, this employe would receive nothing from Social Security at age 56. At age 65, he would receive \$1,036 per month. (Social Security pays no retirement benefits to those who retire before age 62.) If Social Security coverage is terminated in 1979 and is supplanted by the tax-sheltered annuity program, the employe, at age 56,

would receive a total of \$14,998. At age 65, he would collect \$1,268 per month, based on combined benefits of \$990 per month from Social Security and \$278 per month for life (or a total of \$31,256) from his tax-sheltered annuity. This assumes that the tax-sheltered annuity account remains untouched between retirement and age 65. These combined benefit figures assume 26 years of Social Security contributions and four years of contributions to a tax-sheltered annuity.

Employee 4: Teacher, age 25; 1979 earnings: \$11,271. This employe retires in 2009 at age 55 after 34 years of employment. This teacher would receive \$5,049 per month at age 65, if Dekalb remained in Social Security. If Dekalb has withdrawn in 1979, this employe will have contributed to Social Security for only four years. Consequently, he would be ineligible to receive Social Security benefits at age 65. Under the tax-sheltered annuity program, however, the employe could accrue a total annuity of \$1,104,132 (\$9,816 per month for life), assuming the tax-sheltered annuity account remains untouched between retirement and age 65. These combined retirement benefit figures assume four years of Social Security contributions and 30 years of contributions to a tax-sheltered annuity.

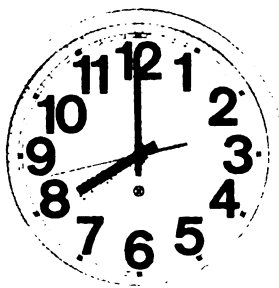
Employee 5: Secretary, age 59; 1979 earnings: \$16,615. This employe retires in 1985 at age 65 after 28 years of employment. If Dekalb remains in Social Security, this employe's retirement benefit would be \$571 per month. If Social Security coverage is terminated and is supplanted by the tax-sheltered annuity program, this secretary would get \$648 per month, based on combined benefits of \$456 per month from Social Security, and a total of \$21,598 (\$192 per month for life) from the tax-sheltered annuity. These combined benefit figures assume 22 years of Social Security contributions and six years of contributions to a tax-sheltered annuity.

PROBLEM:

Field trips—students love them, but they can present teachers and administrators with problems.

In today's fiscal crunch, many communities look on field trips as "frills"; few school systems can afford to hold as many as they'd like.

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Asbestos

(Continued from page 32.)

to your suggestions until sometime in March or April. The full House of Representatives has yet to vote on the Miller bill, and at press time the Senate Labor and Human Resources Committee had not scheduled hearings on the Javits bill.

School officials who want to comment on the federal role regarding asbestos in schools have plenty of lead time. Meanwhile, if you think your schools have an asbestos problem, call E.P.A. toll-free, 800/424-9065, for further information, a list of laboratories qualified to analyze asbestos samples, and a free copy of the guidance package, "Asbestos Containing Materials in School Buildings" Parts I and II, number C00090. To comment on *Federal Register* notices on asbestos in the nation's public schools, write: Document Control Officer, Attention: Joni T. Repasch, Office of Toxic Substances, TS-793, U.S. Environmental Protection Agency, 401 M St., SW, Washington, D.C. 20460. □

Foundations

(Continued from page 40.)

committee composed of two members of the board of directors and three appointed community members; the board of directors makes the final judgment on all grants.

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"Publicizing the foundation is relatively easy. The local press was enthusiastic. To each household, we sent an explanatory pamphlet with a detachable insert that allowed for easy return, mailing of checks, requests for further information, and so forth. In addition, 200 selected families were contacted by several civic leaders who asked them to contribute capital to this long-term venture.

"The foundation is entering its second year and has steadily growing assets," says Lieber. □

If you're interested in receiving the legal workup, bylaws, grant request forms, and other information, write to Virginia Bodine, Executive Secretary, Edina Chamber of Commerce, 5555 W. 70th St., Edina, Minn. 55435; or call 612/941-6266.

Desegregation

(Continued from page 56.)

"notoriously unsuccessful" in eliminating desegregation in the schools), say that the legislation would legitimize the status quo, take federal dollars away from other programs, needlessly duplicate E.S.E.A. and E.S.A.A., and result in only illusory gains. Financial incentives, they aver, are effective only when desegregation is required.

This certainly is an area where reasonable opinions might differ; powerful arguments exist on both sides. But I believe it would be a shame not to try the approach offered by the Preyer bill, because it represents a vehicle, which, if adequately funded, would increase the flexibility of local school boards in fashioning remedies to eliminate the pernicious evil of student racial isolation in our multiracial society. □



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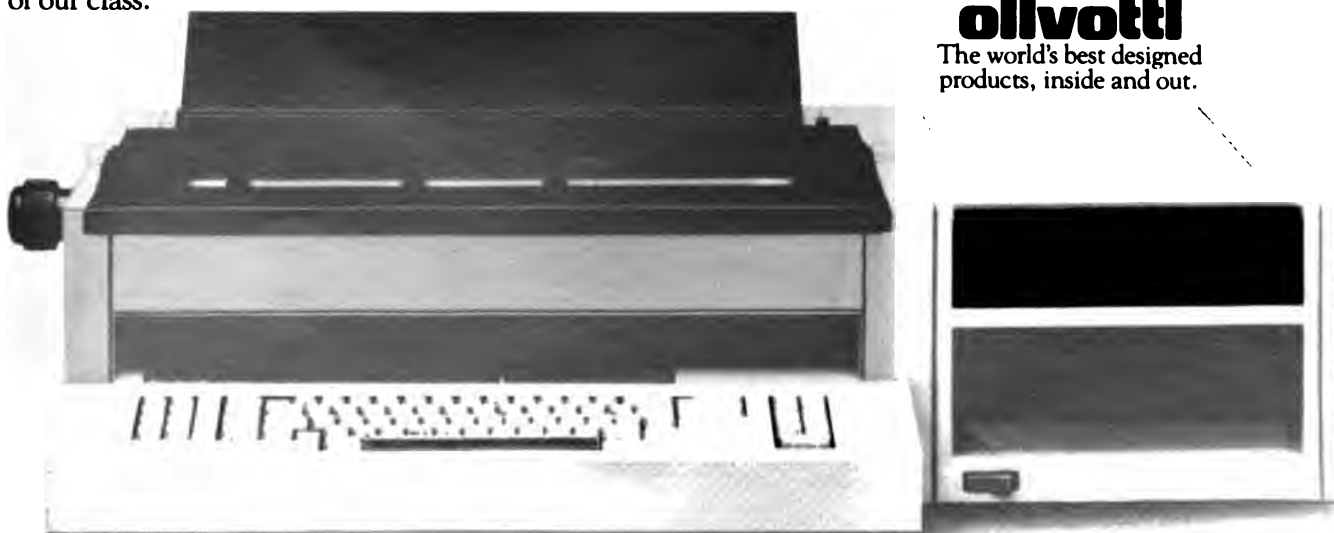
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Although only 24 percent of Democratic respondents to our poll chose Jimmy Carter, he more than doubled that figure in the popular election, edging out Gerald Ford by a few percentage points to become President. Now, however, Carter might seem to be more of a sprinter than a long-distance runner, and smart money might be elsewhere. Where? How about on Teddy Kennedy, who at press time had just made yet *another* statement of non-candidacy? Or on Jerry Brown, whose presence in the White House might move Zen, avocados, and Linda Ronstadt into the mainstream of American culture?

On the Republican side, do you think Ronald Reagan finally will take his place in Washington as Grand Old Man of the O.O.P.? Will Gerald Ford have a better idea, or should he stay out of the race? How about John Connally, the tall Texan who'd like to ride right into the Oval Office?

No matter which candidate (or non-candidate) you prefer, here's how you can vote: Decide whom you'd like to see as the Democratic or Republican presidential candidate next year. If that per-

son's name is among one of the lettered choices, mark the corresponding letter on the postage-paid card on page 51. Please include your comments. If your favorite candidate is not mentioned here, write the name of your candidate in the space provided. See you at the primaries.

For the Democrats: A. President Jimmy Carter; B. Teddy Kennedy; C. Jerry Brown.

For the Republicans: D. Ronald Reagan; E. Gerald Ford; F. John Connally.

How to vote

It's important, free and easy. And it makes your opinion count with school leaders from across the U.S. and Canada. Here's how to vote: Locate the *Ballot Box* section at the bottom of the reader reply card on page 51. Mark your choice by letter, detach the card, and drop it in the mail—we've paid the postage. You need not sign your name, but please check the appropriate box in order to identify yourself as a school board member or administrator. If you care to, write a comment or two across the ballot. We'll tally your votes and publish the collective opinions of readers on the question in the January JOURNAL.

Finding: Don't forget 'average' kids

School leaders say they are against spending large amounts of time and money on educating special students, according to the response to our September *Ballot Box* question: "Are we spending too much money on students with special needs, and ignoring the students with average needs and abilities?"

Fifty percent of those who answered the question say we should try to meet the needs of special students without endangering our ability to educate the average student; comments accompanying this answer were varied:

"I am concerned that we may forget the average and gifted child /because/ of the handicapped. Where are tomorrow's leaders coming from?" asks a board member in Georgia.

"As the local education association president, I am reflecting the opinion of the 140 teachers in our association. We must be alert to the danger of allowing the 'average' to fall by the wayside," writes a reader in Illinois.

A Pennsylvania superintendent is *angry about the paperwork required by*

special education programs: "It is not only money and time for instruction taken away from regular students—it's time (and time is money) wasted on reading, deciphering, clarifying, explaining, implementing, fulfilling, and reporting on absurd state and federal regulations that are not funded."

Thirty-two percent of those answering the question say schools are forced to spend too much money and effort on special programs. Readers especially are upset with programs for handicapped students:

"It is time we put as much emphasis and money on the 'average' student as on the 'special' student. Like other laws, P.L. 94-142 goes entirely too far, I think," says a principal in Georgia.

From an assistant superintendent in New Jersey: "We must prepare our finest prospects to lead our nation. For this reason, we should continue to fund good programs to prepare our gifted. Unfortunately, most 'special' money is spent for the retarded or the mentally disturbed at the sacrifice of the average

and gifted. Money spent ought to be proportional to the potential to contribute to society."

Ten percent say that even average students have special needs that enable them to participate in some sort of special program. "Our 'evaluation' and labeling of students have taken priority over the human elements. All children are special with special needs that good teachers recognize (if given the opportunity)," says a reader in West Virginia.

Eight percent say we should fund and support special education programs wholeheartedly now that schools and society are finally recognizing the need for such programs.

One Pennsylvania superintendent makes this observation: "I predict that some enterprising parent, who will admit that he or she has an 'average' son or daughter, will sue a school district in the not-too-distant future, because the student is being discriminated against and not getting all of these extra services. . . . If that suit comes about, I hope the parent wins." □



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By Hiroshi Yamashita
President
National School Boards Association

How Hawaii funds its schools

Because so many school people across the U.S. and Canada have questioned me about Hawaii's unusual system of school funding and governance, I'm going to take this month's space and next to explain it. In this column, I'll sketch Hawaii's school funding operation, and in December I'll do the same with the state's method of school governance.

Hawaii comprises a single centralized school system, the ninth largest in the U.S. We have a state superintendent and one state board of education (of which I'm a member). Our public schools are funded almost entirely by appropriations from the state legislature, with funds derived from state taxes on personal income, sales, and excise. Local taxes collected by our four county governments support municipal operations such as fire and police protection; they do not finance any part of our school system. More-

over, property taxes accrue to the county governments to carry out county operations. Because public education in Hawaii is a function of the state government, property tax revenues are not used to finance public schools.

In addition to state dollars, the Hawaii school system receives a lesser amount of basic and discretionary funds from the federal government. This money implements compensatory and special education programs and services; underwrites planning, developmental, and dissemination activities; supports lunch programs; and reimburses the state for federally connected students.

Operating and capital improvement budgets are appropriated by the state legislature and allotted by the governor to the department of education. The amount allotted, however, often is dependent upon the state's level of general revenues since the governor is required by law to balance the budget.

The board of education prepares a

biennium budget and submits it to the governor who reviews it, takes the necessary action, and forwards it to the legislature—along with the biennium budgets of 16 other agencies of the state government.

In a state-funded school system, funds are allocated equitably throughout the state through a system of basic school grants and per-pupil allocations (in 1978-79, for example, a \$1,600 per-pupil allocation went to K-6 schools; \$2,400 to grades 7-9; and \$3,200 to grades 10-12). In addition, schools received money for equipment, supplies, and textbooks on a per-pupil basis, using a weighted system. The state funding plan places a ceiling on expenditures, which is the amount allocated to the education department by the governor. The board of education is not permitted to exceed the ceiling. Also, under this system, salary schedules (for educational officers, clerical, custodial, and school lunch personnel, and teachers) are applied uniformly throughout the state's public schools.

New plan for desegregating schools

By Thomas A. Shannon
Executive Director
National School Boards Association

Congressman Preyer has a good idea. His bill, H.R. 3227, now pending in the House of Representatives, would formulate a new federal approach to the racial integration of students in public schools.

Preyer, from North Carolina, proposes a federal policy on student racial integration along with funding for a variety of efforts (that would be developed at the local and state levels) to end racial isolation of students. Here are some of the main elements of the Preyer bill:

- It would authorize appropriations of \$50 million for fiscal year 1980 (October 1, 1979, through September 1, 1980) and \$200 million for each of the four subsequent years to promote student racial integration in the public schools.

- To qualify for a grant, local school boards would be required to have developed a desegregation plan

that is part of a statewide desegregation program. Grant applications would be channeled through state departments of education. Both the department and the local school board would be required to establish citizen advisory committees that would assist in the development of the plans and evaluate their results.

Three kinds of projects would qualify for funding:

1. *Voluntary student transfer plans on both an interdistrict basis and an intradistrict basis* involving the transporting of students to schools in which the students would be among the minority race. This project would pay not only costs of transportation but also for counseling personnel and for other services of a special nature to ease any personal dislocation of the students' lives resulting from the transfer.

2. *Interdistrict and intradistrict co-operation plans* that could include redrawing zone boundaries, establishing magnet schools, joint use of school facilities, and the like.

3. *Compensatory education plans* for areas comprising low-income families.

The Preyer bill is not perfect, but its basic principle is sound. NSBA recommended in its congressional testimony a set of amendments that would strengthen the Preyer bill, including: (1) a broader definition of "desegregation," which would eliminate the chance that a strict interpretation by federal bureaucrats would limit the bill to de jure segregated districts, (2) a specific requirement that state advisory councils have local school board members in their membership, and (3) elimination of the implication that the federal government would "certify" the "learning approach" of project plans. This last was recommended because such certification smacks of federal control over local curriculum.

Enthusiasm for the Preyer bill is not unanimous. Some civil rights advocates, calling the bill a "freedom of choice" proposal (which they claim is

(Continued on page 49.)



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washington report

BACK-TO-BASICS A BUST? Two recent events might indicate that the back-to-basics movement has hurt, rather than helped, student achievement. In the space of several days, a drop in this year's College Board test scores was reported, followed quickly by discouraging news from the National Assessment of Educational Progress (N.A.E.P.). The N.A.E.P. report says that mathematics achievement for 17-year-olds has dropped four points in five years and predicts that this decline will continue. Proponents of back-to-basics counter that drawing conclusions about basics from these test results is ridiculous. For example, the N.A.E.P. test indicates that students are more adept at basic operations of mathematics such as adding and multiplying (it's solving problems that they don't understand), and that blacks and students from low-income families are beginning to close the gap between their scores and those of white, affluent students. Some education lobbyists predict that if test scores continue to decline, back-to-basics might find its way as an issue into the 1980 presidential campaigns.

HOW SOON THEY FORGET. Remember all that money that went into sophisticated chemistry, physics, and biology courses sponsored by the National Science Foundation? These millions of curriculum dollars have had only a minimal impact on the way sciences are taught, concludes the National Research Council, which was commissioned by the National Science Foundation (N.S.F.) to review surveys it conducted of school science teaching. Results: Many new teachers don't even know of the existence of materials developed in the 1950s and 1960s, the council says, and many teachers, instead of stimulating student questions, as recommended by new curriculum theories, are back to using a rote system of teaching and learning. Although some might call the council's conclusions self-serving, the National Science Foundation says teachers need more help, including a new curriculum from N.S.F. and a resumption of teacher training institutes. Both activities were curtailed in the wake of the conservative attack on the N.S.F.-developed course MACOS, "Man, a Course of Study").

YAWN: TIE BUSINESS TO SCHOOLS. This plea is almost a cliché mouthed at any conference, lunch, or workshop on vocational education or work-study programs. But a new study indicated that closer school-industry contacts don't always overcome the problems of finding appropriate jobs for students. Examining programs in the states of Massachusetts and Washington, where Labor Department funds were used to foster closer school-industry cooperation, Abt Associates (a Cambridge, Mass., research firm) found that only one-quarter to one-third of students found jobs as a result of school and business contacts. Placement costs also were exceedingly high: \$1,800 per student in Massachusetts and \$1,576 in Washington.

BETTER A YEAR LATE THAN NEVER. Congress directed a couple of years ago that the President appoint a special commission to study the equity in funding and the cost-benefits of impact school aid. The Carter Administration, otherwise engaged, was a year late in appointing the body. The ten-member commission consists of four school superintendents (including the chancellor of New York City schools), a teacher,

two teacher union executive directors, two state legislators, and the chairman, Lawyer Harold Rogers Jr. of San Francisco, whose specialty is municipal law and finance.

BUCKLEY AMENDMENT: FIVE YEARS OLD AND IT WORKS. There have been few controversies of late about the law's administration, even though paperwork required for proper administration of the "Family Educational Rights and Privacy Act" is extensive. In the Arlington (Virginia) system, for example, the notice to parents of rights under the law is published in Spanish, Vietnamese, and Korean. (Any school system can request copies of the translations by writing: Superintendent, Arlington County Schools, 1426 N. Quincy St., Arlington, Va. 22207.) Other school districts even have published the notice in braille. The Department of Health, Education and Welfare (H.E.W.) reports that school systems rarely have problems with the act and that only a small number of parents exercise the right to inspect and challenge the records kept about their children. One definite plus of the Buckley Amendment: fewer records are now kept by school systems.

SUPREME COURT CONSIDERS EDUCATION CASES. First, a Virginia parent is appealing to the court because she had to buy textbooks for her children. Virginia is one of the few states that charges for textbooks, unless parents show they cannot afford the fee. Antoinette Fischer, who says she *can* afford the fee, insists that she should not be charged because the "free public education" clause in the state constitution should be taken literally. In a second case, a parent is appealing to the high court because two sons were transferred to a "control group school." The parent objects because the boys do not get special, individualized instruction that had been provided in their former magnet school, which receives federal Emergency School Aid funds.

VOCATIONAL EDUCATION FAILS HANDICAPPED STUDENTS. So says a new report by the National Association of State Boards of Education. The report claims the unemployment rate of mentally and physically disabled adults is more than twice that of nondisabled adults. The association study also found that although the 1976 Education Amendments specified that 10 percent of federal vocational education funds should be spent on programs for the handicapped, only 2 percent of total enrollments in school vocational programs are made up of handicapped students. State education officials are quoted in the report as saying that they have seen an actual decline in the number of handicapped students receiving special vocational help and that shortages in trained personnel have hurt program expansion.

MONEY TIED BY RED TAPE. Everyone's intentions were noble, but a series of bottlenecks has developed that is likely to mean school systems won't know how much money they can expect for many federal education programs until close to the beginning of the 1980-81 school year. Here's what happened: First, Congress in its 1978 amendments ordered that all education regulations be rewritten in simple and consistent language. Next, then-U.S. Commissioner of Education Ernest Boyer began his "Operation Common Sense," a project to review regulation writing. The congressional mandate and the

Boyer project complicated the writing task, but not fatally. Along came EDGAR: The Education Division General Administrative Regulations spells out common rules for all programs; these rules must be approved before individual regulations are published. Results? Further delays. As if all this were not enough, the absence of a commissioner of education made impossible any final approval of regulations. If a regulation had made it through the complicated thicket, however, there would have been another obstacle to surmount: FEDAC, the Federal Education Data Acquisition Council, which must approve all application forms for federal programs. So, if you haven't noticed any closing dates on applications for federal education grant programs, breathe easy. New—and later than normal—deadlines are sure to be set.

THE MENU CHANGES. The Department of Agriculture has made some notable changes in school lunch programs. For instance, schools now must offer low fat milk, skimmed milk, or buttermilk with lunch. Whole milk and chocolate milk may be eliminated from the school menu—if food service directors dare. Also, rice, macaroni, bulgur wheat, and even grits can be substituted for bread. In addition, the department has eliminated the "Type A" meal designation. Now, *all* meals must conform to the highest nutrition scale. ☐

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lagniappe

If it moves, stomp on it. School teachers might long for a little therapy for disruptive students, but be careful. According to *American Spectator*, "A group therapy session in Dreux, France, took the life of 37-year-old Pierre Beaumard, who was mortally stomped between two mattresses as therapists 'stamped out his complexes.'" Other news from the foreign front: Turkey has suspended *The Muppet Show* during Islam's sacred month of Ramadan, fearing that Miss Piggy might offend devout Moslems.

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Jacqueline Young, Director
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• *Annual meeting of the National Organization on Legal Problems of Education.* Discussions of collective bargaining, equal employment opportunities (Weber case), First Amendment rights (Mount Healthy), and recent desegregation cases. Address by Jack Greenberg, N.A.A.C.P., chief counsel. For information, write: Tom Jones, NOLPE, 5401 Southwest 7th St., Topeka, Kan. 66606. In Las Vegas, Nov. 15-17.

• *The National Educational Conference of The American School Board JOURNAL.* Action-oriented sessions of setting up a true "basics" curriculum, evaluating and maintaining a school public relations program. For information, write: JOURNAL Conference Registration, The American School Board JOURNAL, 1055 Thomas Jefferson St., N.W., Washington, D.C. 20007; 202/337-7666. In New Orleans, Nov. 16-18.

• *Annual meeting of the Council of Chief State School Officers.* 400 N. Capitol St., N.W., Suite 379, Washington, D.C. 20001, in Des Moines, Iowa, Nov. 11-14.

• *State/provincial school boards association conventions.* For information, get in touch with association headquarters in your state or province. Colorado, in Colorado Springs, Dec. 2-4; Arkansas, in Little Rock, Dec. 4; Florida, in Jacksonville, Dec. 6-8; California, in San Francisco, Dec. 7-9; Arizona, in Phoenix, Dec. 12-14.

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*See Board Action section, pages 9-10.

Here's a full plate of advice on running breakfast programs in schools

By Jerome Cramer

WHO says it's all gloom for educators this year? Here's a program that costs relatively little money to operate, isn't complicated, and helps children work up to their full potential: breakfast.

"For public schools in Massachusetts, and I suppose in most other states, enrolling in the federal school breakfast program is simple," says Thomas P. O'Hearn of the state department of education in Massachusetts. "Any public school can enroll immediately by filling out a simple form, and sending it to the state department of education." And, "if for some reason school systems have problems filling out the form, they can ask the state board for assistance," he says.

Proponents of school breakfast programs—including some state school superintendents, school nutritionists, school board members, and nutrition activists—point out that approximately 90 percent of the school systems in the United States take part in the federal school lunch program. Enrolling in the school breakfast program amounts to little more than checking a single box on an application form or filling out a single line with information already tallied for the lunch program. In other words, to start a breakfast program, school systems should have to complete no new surveys, provide no new information, and ask no new questions.

"Once the school has been enrolled in the breakfast program," says Teresa Trogon of the U.S. Department of Agriculture, "some states even provide a cash advance to get breakfast programs operating quickly." The amount of the cash advance is then deducted over time from the reimbursement the government pays the school system to

cover the cost of serving breakfast.

These cash reimbursement payments have been increased according to new regulations adopted by the U.S. Department of Agriculture (U.S.D.A.). School systems now will receive more federal money to pay for breakfasts and for the direct and indirect services involved in program operation. "While school lunch programs still are supported, in part, by local funds, the cost of the school breakfast program is intended to be paid for *entirely* by the government," says one school nutritionist.

Three classifications have been established for breakfast program reimbursement. As in the lunch program, children from poor families are eligible to receive breakfast in schools free of charge. The next group, children from families with some financial need, receive reduced price meals. Children from families who earn above a certain level of income must pay full price for their meals. The school system, however, is reimbursed like this: 47.5 cents for each free breakfast, 39 cents for each reduced price breakfast, and 13.5 cents for each full price breakfast it serves.

"That is not a great deal of money, to be sure," says Gwen Chegwidan, the food service director in Murrysville, Pa., "but it certainly is enough to provide a nourishing breakfast for children in a well-run program."

If a school system is classified as having a "severe need" (that is, if more than 40 percent of school lunches are served free or at a reduced price, or if state law requires schools to serve breakfast), then the schools are eligible for *extra* payments: approximately 57.5 cents for free meals, 52 cents for each reduced price breakfast, and the standard payment of 13.5 cents for each full price breakfast.

Under federal law, schools can be reimbursed not only for the cost of food, but for the direct and most indirect costs of preparing and supervising school

breakfast programs. Funds also are available from the states to help schools purchase equipment needed to establish breakfast programs. Finally, some states provide extra money in addition to the federal reimbursement rate for schools that can't make the breakfast program break even.

"Perhaps the biggest myths about breakfast programs are that they are difficult to operate, require lots of extra help, and are expensive," says Margaret Lorber of The Children's Foundation, a nutrition and child advocacy organization that has a special concern about school breakfast programs. "Operating breakfast programs is fairly uncomplicated," she says. "We've found that while most adults think only of eggs and bacon and juice for breakfast, children are much more flexible. A good, nutritious breakfast can include cheese, fruit, occasionally a cold vegetable, even whole wheat pizza or a peanut butter and jelly sandwich. The point is that a simple breakfast program can be operated with little or no cost to the school system and with a minimal amount of supervision and preparation time."

Example: Cafeteria workers often arrive at school in the morning to prepare lunch. Preparing breakfast usually requires only that schools ask one or two employees to arrive a bit earlier. And unlike lunch, when some students are rambunctious and restless after sitting in class all morning, breakfast is a meal at which students usually are placid, peaceful, and quiet, according to school people.

If mixing breakfasts and bus schedules is a problem in your schools, here are some ways the problem has been solved: Peter Andreozzi, assistant principal in Seekonk, Mass., says that because his high school's bus schedule drops some students at the door with no time to spare, students are given the opportunity to eat breakfast during their

Jerome Cramer is managing editor of the JOURNAL.

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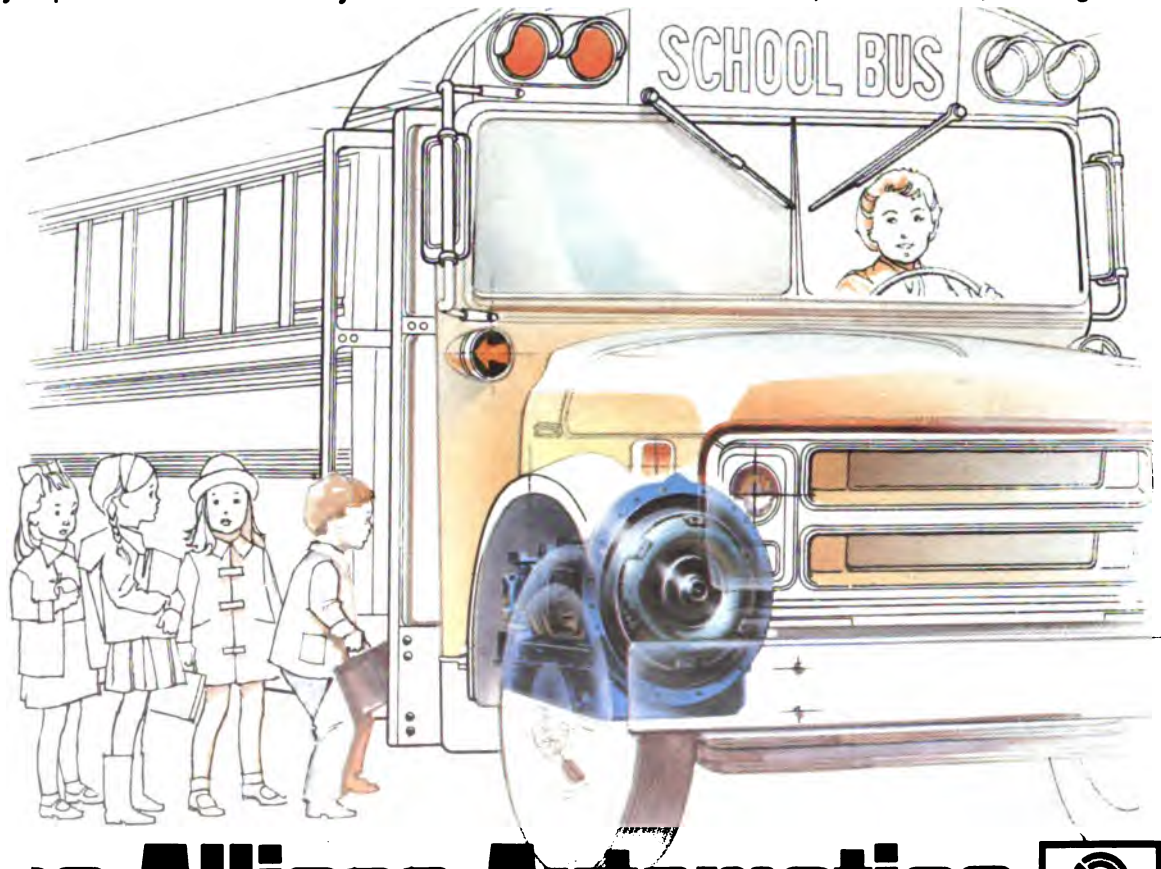
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week, but with the help of two local high school students paid with funds supplied by the U.S. Labor Department, he also operates a two-acre garden behind the school. The fresh fruits and vegetables from the garden are used in his breakfast and lunch programs. Pupils help out in the garden, tour the school kitchen to see meals prepared, and discuss menus during their student council meetings. "The cost is next to nothing," he adds.

How do these programs get started? According to school officials and nutritionists, the movement for school

breakfast programs usually generates when one individual—a school dietitian, school board member, teacher, or school administrator—decides that it's worth trying.

In Fulton County (Georgia), food service Director Sara Sloan was concerned about the health of students and became the driving force behind a breakfast program that banished the use of refined sugar (substituting honey and molasses instead). For protein, her breakfasts often rely on wheat flakes, oatmeal, chicken, pizza. Sloan also encourages teachers to ask parents not to

send children to school with junk food snacks. According to *Nutrition Action*, a publication that supports school breakfast programs, "It wasn't long before teachers were reporting that students who usually arrive after the late bell were coming on time. Student performance also has improved, according to teacher reports, and participation in the program averaged an incredible 93 percent."

Not only is school breakfast good for children, some economists claim that it's also a healthy shot for the local economy. According to the Indiana Nutrition Campaign (I.N.C.), money spent in the school breakfast program has a multiplier effect. That means each dollar spent to operate the school breakfast program in Indiana "generates not \$1 but \$2.30 in increased business activity and wages," says I.N.C. This money multiplies when it is spent at local farms, dairies, and fruit orchards, because it then is spent on feed, machinery, fertilizer, and seeds. Says the group: In one month, the "Indiana school breakfast revenues of \$225,885 yield a total of \$519,563 in business sales and wages for the state economy."

Supporters make operating a school breakfast program sound as simple as breaking an egg, but opponents are outspoken and successfully have prevented school breakfast programs from spreading. (Currently, approximately 20 percent of U.S. schools participate in breakfast programs.) The main objections, from school board members, administrators, and parents: lack of funding, conflicts with bus schedules, lack of facilities, concern over student supervision, reported lack of interest on the part of parents, and a general philosophical objection to schools feeding children.

The Milwaukee school system has a deserved reputation for operating a first-rate school nutrition program, but several years ago it dropped its school breakfast program like a hot skillet. Spokesmen for the schools claim few parents wanted their children to eat breakfast at school, that there were problems with scheduling breakfasts, and that the program was expensive to operate. "We'd rather run one program—school lunch—and do it well," says Carol Schlenzig, acting food service director in Milwaukee. "And besides, parents said that breakfast was one meal that they could and should provide."

School breakfast advocates, however,



Principal David Kravet of Andover (Connecticut) Elementary School whips up French toast for hungry students in the school breakfast program.

Breakfast

point out that in Milwaukee the program was abandoned before increased funding was available. Breakfast advocates also claim that parents have to be taught about the program before fears about schools serving kids meals can be eliminated.

Carol Tucker Foreman, assistant secretary of Agriculture, in a speech before the National School Breakfast Coalition

this past March, put her finger on what many claim is the largest roadblock to the adoption of school breakfast programs. "I know of no magic wands that will brush away the breakfast-is-a-family-affair syndrome or dispel the lingering nightmare of a national nanny in Washington, D.C., dictating today what Johnny and Mary will eat tomorrow in Iowa City," she says.

"One school administrator I spoke to claimed that 'if we serve breakfast in schools, it will give lazy mothers an ex-

cuse not to get out of bed all day,' " says a spokesman from The Children's Foundation. That attitude is hardly widespread, but many nutritionists admit there is a great deal of mistrust on the part of parents and administrators concerning feeding breakfast to children in schools.

"It used to be that children who came to school without breakfast came from homes where the parents didn't care, and that stigma still exists," says Fairfax County's McConnell. "Many parents feel guilty and think they are failing if they let kids eat in school." When the school superintendent and board decided to push school breakfast, McConnell met with a number of parents who expressed fears about the program and what it might do to their families.

"I told parents that I understood that kids, like parents, sometimes don't like to eat right after they get up. If parents want to give kids some juice or food before they leave the house, that's fine. If for some reason they can't, that's also fine. Because when the kids get to school—if a child is hungry—we will have a good meal ready."

McConnell also points out ways parents can be helped to overcome their negative feelings about sending their children to school for breakfast:

"We asked administrators and teachers if they would allow their own children to eat breakfast in school," she says. "This helped build confidence in the program. And while it still may upset some parents in the community, it's hard to oppose programs designed to feed hungry kids."

"We'd all like to live in a society where every child sat down with his parents for breakfast. But that's not the way our society operates," says one urban school food service director. "We get kids on Monday morning who haven't eaten much more than fast foods and potato chips since lunch at school on Friday. Either we feed them breakfast, and give them a chance to learn, or we let them fall asleep at their desks or disrupt class because they are hungry."

For all their ease of operation, school breakfast programs might be considered a political risk. Teachers might be upset, administrators might claim they already are overburdened, parents might balk at an intrusion by the schools into their domain. But the question should and will continue to be asked: When it's so easy to do so, why won't schools feed hungry children? □

Get help for your system's breakfast program; ask here

School breakfast advocates claim that local school officials who are familiar with the program often become avid boosters of feeding children in schools.

Acting on this premise, the U.S. Department of Agriculture, several state departments of education, and a large number of local social agencies currently are involved in an education campaign called School Breakfast Outreach. The purpose: to tell the public and officials about the importance of a good breakfast and to push for adoption of breakfast programs in schools.

On the national level, a number of television networks have broadcast public service commercials featuring comedian Rodney Dangerfield and basketball star Julius Erving who explain the benefits of a nutritious breakfast. The federal government also currently requires appropriate state agencies to send school breakfast information to food service managers and administrators in schools that don't operate breakfast programs. Eleven states have started their own Outreach programs and are taking measures to push for school breakfast. In Massachusetts—which until recently had a mandatory school breakfast program—the state department of education employs 12 field workers to visit local schools and drum up support for school breakfast.

Federal officials also are urging local citizen groups—P.T.A.s and parent councils—to press school boards to

adopt breakfast programs. Board members who are interested in learning more about the program can contact their state departments of education, or write:

The Children's Foundation, 1521 16th St., N.W., Washington, D.C. 20036. This organization can provide information on school breakfast programs and can forward names and addresses of school systems of all sizes that operate successful school breakfast activities.

Nutrition Action, 1775 S St., N.W., Washington, D.C. 20009. As a part of the Center for Science and the Public Interest, Nutrition Action can supply schools with information on school breakfast and lunch programs and can provide curriculum materials for use in the classroom.

U.S. Department of Agriculture, School Programs Division, Food and Nutrition Service, Washington, D.C. 20250. U.S.D.A. can send school boards information on reimbursement rates and regulations that govern school breakfast.

Montgomery County (Maryland) Health Department, 2350 Research Blvd., Rockville, Md. 20850. For \$1.25, this county department will send schools an excellent book, *Start With Breakfast*, which spells out the elements of a good breakfast made at home or in a school. The booklet also contains suggestions for breakfast menus and snacks that can be prepared in schools without elaborate cooking facilities.—J.C.

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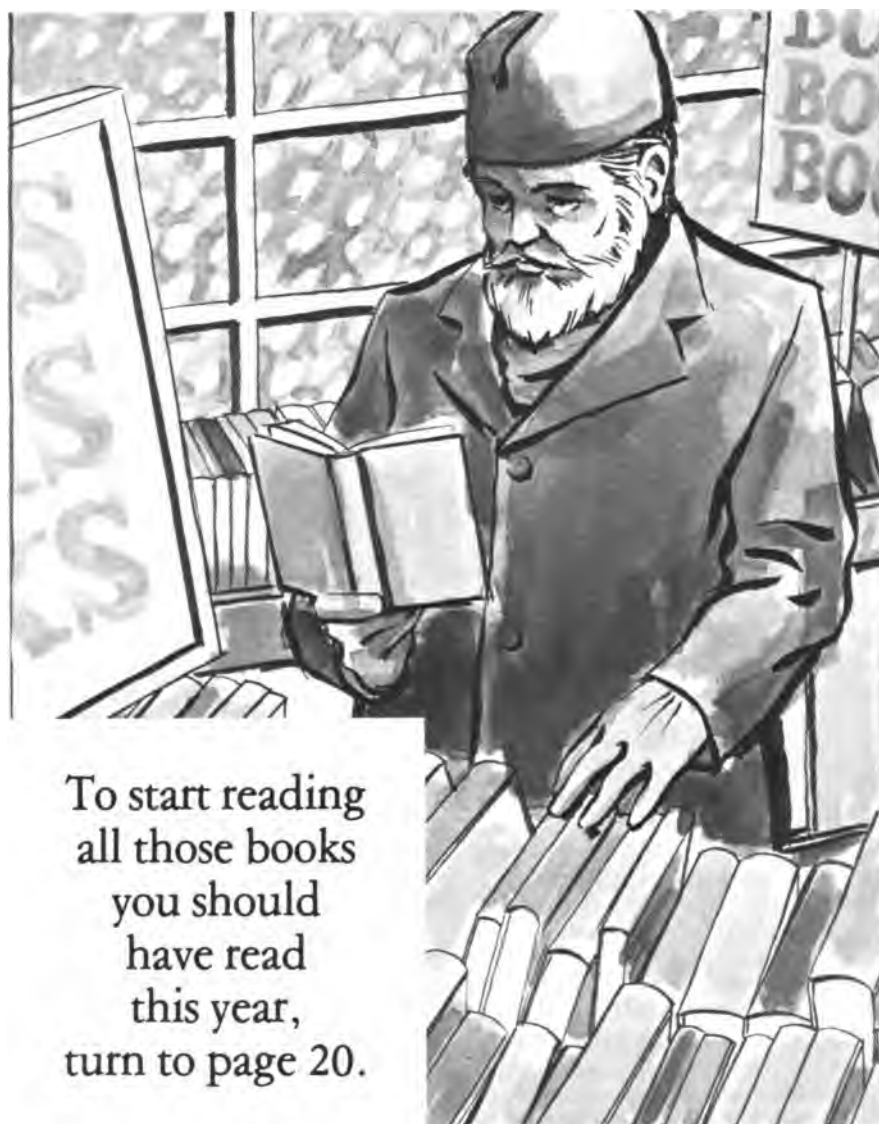
DECEMBER 1979

The American School Board Journal®

A publication of the National School Boards Association

DECEMBER 1979/VOL. 166 NO. 12

Month's menu



To start reading
all those books
you should
have read
this year,
turn to page 20.

Look here, too

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write us a letter

Address letters to: Editor, The American School Board Journal, 1055 Thomas Jefferson St. N.W., Washington, D.C. 20007.

Even more on censorship

SIR: In response to your articles on censorship [*Your schools may be the next battlefield in the crusade against 'improper' textbooks*, June], I would like to say a few words from a parent's point of view, a point of view noticeably missing from that issue of your fine magazine. Teachers and administrators sometimes forget that parents have a vested interest in the education of their children for the simple reason that they are footing the bill for an expanding education budget that, in large measure, fails to turn out reasonably literate students.

It was distressing to read that "book burners" have persecuted the opposition via threats and violence. As I am sure you are aware, there are sick extremists on both sides of any issue. For your information, many activists in parents' groups have been subjected to sneers, slander, and even death threats.

Parents believe that *they*, as parents, are ultimately responsible for their children and that there is no aspect of their children's development that they can safely turn over totally to others. Our own parent organization (WATCH—the Anne Arundel County chapter of the Maryland Coalition for Constitutional Rights, Inc.) recently brought to our school board's attention a teachers' advisory program in which teachers, with only workshop training, engaged in psycho-social therapy in a compulsory course, utilizing many privacy-invading techniques. The program has since been dropped from our middle schools.

Parents are also concerned about "relevant" and depressing literature, permissive drug and sex education courses, and values clarification techniques (without parental consent) that permeate the curriculum at all levels and make use of such sick techniques as sur-

vival games, where kids decide who will live and who will die.

The JOURNAL contained a constructive solution to the quandary of censorship—the suggestion that parents and other interested groups have the right to review and file their objections to textbooks *before* purchase, perhaps through the avenue of a public display system. Too often, parents are put into the position of reacting after the fact instead of being able to voice objections to a textbook prior to its inclusion in the curriculum. Incidentally, several counties in Maryland have instituted such a book review system successfully; and it is hoped that other jurisdictions will follow suit.

JOY ANNE FOX
WATCH
Harmond, Md.

Don't shoot!

SIR: We, here in Hutchinson, Minn., are happy to be able to corroborate the efficacy of killing students who misbehave [*JOURNAL*, August]. We've been doing so for the last five years. Parents were shocked at first, but the sudden decrease in vandalism, rowdiness, and even talking in the halls finally convinced all but the most hardened humanitarians that we had a very effective program.

Of course, we were forced to make a few concessions to economics. Early fall killings were at first thought to be best because we could collect a full year of state aid for a defunct pupil. But we soon realized that we lost revenue from the miscreant's absence from football games. We finally solved the problem by encouraging students to buy non-transferrable season passes.

JEFFREY GREEN
School Board Member
Hutchinson, Minn.

SIR: As much as I respect the JOURNAL and the way it offers readers a chance to assess their own methods, I was shocked to read *A modest proposal: Shoot*

troublesome kids in the August issue. If Author P.M. Carlin is for real, I would suggest that it is he—not the children—who is maladjusted. In this era of accepting people for what they are, it seems self-defeating even to suggest that sticks-and-stones treatment is the answer to child control. In this, the International Year of the Child, one wonders how the JOURNAL could possibly publish such an article.

H. BRYANT
Assistant Superintendent
Sir James Whitney School
Belleville, Ontario

• P.M. Carlin, a gentle man, was kidding.

Adults as students

SIR: A program similar to the one described by June Edwards [*Enroll adults as students in your schools*, June] is in operation at our school. Our program, Adult Day Education, began in the fall of 1977. The program, started because of declining enrollment at our school, has been successful with adults from age 19 to 72. They have been a great addition to the classroom. Adults contribute their knowledge, help the classroom discipline problem, act as good public relations persons for the school, stimulate regular students, develop good rapport with teenagers, and become very supportive in the classroom.

Adults enroll in our program to obtain new or refreshed job skills, to earn a high school diploma, to expand on their hobbies or interests, and to prepare for college courses.

This program is offered free of tuition costs to adults. It is a new idea, and, at present, I know of no other program like ours. We still have a lot of work to do to make it better, but it has a good foundation and a bright future.

SHARON VAN DENBOS
Adult Day Education Director
Brooklyn Center
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Quick! Tell me how to buy . . .

. . . band uniforms

Buying band uniforms that are durable, comfortable, colorful, and economical requires careful planning and a "band's eye view": That is, you *never* buy band uniforms the way you buy your own clothing—with an eye for fit, current styling, and hand-tailoring—because the need is different. Here's why:

Band uniforms might be worn by as many as 10 or 12 different musicians—both boys and girls—who will march them through snow, sleet, and rain. The uniforms will be taken on tour many times; they often will be carelessly cleaned and improperly stored. Yet every time the uniforms come out of a suitcase or wardrobe, they must look great.

Because band uniforms must be durable as well as attractive, normal manufacturing methods and fabric won't do. You should buy from a specialist who has the professional knowledge, special construction methods, custom-designed machinery, durable fabrics, and proper trimming that are needed to meet the special requirements of band uniforms.

Here's what to look for:

Style. Band uniforms follow military styles (some dating back centuries), but all consist of the same basic elements: the coat, the collar, headgear, trim, and accessories. Before you examine the bewildering array of uniforms in a manufacturer's catalog, learn the fundamentals about these elements.

Coats come in two body shapes. The short coat is form-fitting and reaches to the waist, sometimes with tails in the back. A drawback: The short coat is difficult to fit and should be avoided when there is high turnover in band members. The long coat, which is loose, easy fitting and long enough to cover the seat, is more easily altered.

Collars also come in two basic shapes.

The standing collar is preferred by many band directors, because no shirt or tie is necessary (a disadvantage of the open collar). Many combinations of coats and collars are possible, and the variety of ornamentation and trim available make creative uniforms fairly simple to design.

Headgear can make up almost a third of the cost of the total uniform. Caps, shakos, and busbys (the different types of headgear) should be sewn onto rigid foundations, not glued or stapled; helmets should be molded of heavy-gauge plastic. (All should be comfortable, adjustable, and as tough as a pair of workshoes.)

Remember to follow the band's eye view when choosing trim and ornamentation: What can't be seen from a *distance* isn't there. Trim should be big, bold, and colorful; intricacy is wasteful. Woven braids, cords, and contrasting fabrics should be seen from grandstand or balcony, but they also should match the basic fabric's colorfastness and cleanability. Automatic embroidery—created from original artwork by sewing machines with numerous needles—is brilliant, durable, and easily matched from uniform to uniform.

Fabric. The fabric of band uniforms must have a longer life expectancy than almost any other garment sold. Rigid manufacturing specifications in the industry also assure reasonable fabric matching for indefinite periods. The most popular fabric is 100 percent virgin wool of a whipcord weave in a 15½ to 16 oz. weight. This fabric withstands abuse for long periods without shining, projects brilliant and lasting colors, and tailors well. A blend of 45 percent wool and 55 percent polyester also is popular.

Tailoring. A band uniform requires the strength and regularity of machine sewing; it is a service garment, not a party dress. Look for a full lining that is perspiration-proof, colorfast, and strong. The coat canvas, or foundation, sometimes is made of hymo (closely woven cloth that is 25 percent Pakistani goat hair and 75 percent cotton and synthetic fibers.) Taping should secure any area that might give way to stress or might change shape. Armholes should be taped three-quarters of the way

around, then stitched with thread directly under the armhole.

Shoulder pads should be constructed of many layers of fine cotton—not paper, foam rubber, or plastic, all of which might disintegrate after only a few wearings. Standing collars should be supported by a mylar material. Be wary of substitutes (buckram, cardboard, or any sized or starched materials).

Trousers should be constructed with the same tailoring concepts as the coat. The waist should be adjustable and seams should be adequate for convenient alterations.

Ordering. Buying band uniforms is seasonal, with schools purchasing from April to September for delivery by the football season. Placing your order in winter—a slack time—gives you time to consider details and sometimes assures faster delivery and a break in price.

Quality band uniforms cost between \$175 and \$250 each, and should last eight to ten years. Uniforms are custom-designed but sold in stock sizes with ample room for alterations. Buying from a reliable, experienced manufacturer ensures good service and high quality. □

new for boards to buy . . .

Band shirts and blouses. These tops are designed to give a one-piece appearance to band uniforms. The shirts and blouses come in 15 colors and are available in either wide-wing or stand-up military collars. From Medalist Stansbury Uniforms, Brookfield, Mo. **For details, circle 50 on reply card.**

Music practice room guide. This eight-page booklet explains the relationship between sound and hearing, the nature of noise, and other considerations when purchasing music practice rooms. From Industrial Acoustics Co. Inc., Bronx, N.Y. **For details, circle 51 on reply card.**

For valuable technical assistance in the preparation of this article, the JOURNAL is grateful to: Howard Wolfe, National Association of Uniform Manufacturers, New York; Bob Munyon, Oswald Uniform Co., Staten Island, N.Y. For more information, please check Music on the reply card facing page 42.



Drums. Available in three, four, and five-piece sets, these drums are fine tuned for even tension across the drum head. The manufacturer says the drums won't go out of tune or lose tension with normal use. From Continental Music, Oak Brook, Ill. For details, circle 52 on reply card.



Music stands. The Roughneck music stand is designed to hold tight (no wobbling) without nuts and bolts that must be re-tightened. The desk top of the stand is said to resist bending and is held in place with a desk top pivot. From Wenger Corp., Owatonna, Minn. For details, circle 53 on reply card.

Loudspeakers. These high and low-frequency loudspeakers are designed to be used together (to make a custom speaker stack) or separately. Constructed of wood, the speakers are covered in scuff-resistant black vinyl. From Shure Brothers Inc., Evanston, Ill. For details, circle 54 on reply card.



Fire alarm guard. This guard is designed to reduce the number of false alarms in your schools. Able to fit over any existing fire alarm, the guard changes a single action pull lever alarm into a dual action break the glass and pull the lever alarm. Complicating the alarm process means fewer jokesters will be tempted to pull a false alarm. The guard mounts with two tamper proof screws. From Key Systems, Inc., Howell, N.J. For details, circle 55 on reply card.



Drinking fountain. This compact fountain (designed for handicapped students) has ample knee room to accommodate wheelchairs and operates with a light-touch valve. It comes in stainless steel satin finish or sienna bronze. From Haws Drinking Faucet Co., Berkeley, Calif. For details, circle 56 on reply card.

Cost control on cleaning solutions. School maintenance departments faced with tight budgets for both labor and material might well consider the Portion-Pac system of premeasured, concentrated detergents. Each envelope contains the right amount of detergent to make one accurately mixed bucket of cleaning solution. And, according to the maker, the package system results in savings due to simplified purchasing, 60 to 90 percent savings in freight costs, 90 percent savings in storage space, easy handling (a 50 pound case often replaces a 500 pound drum). Products available are: all purpose and germicidal detergents, wax and finish removers, carpet and upholstery shampoos and a concentrated floor finish. From Portion-Pac Chemical Corp., Chicago. For details, circle 57 on reply card.



Playground equipment. Built of steel to withstand years of wear, the "jet star rocket" and "arch climber" are two pieces of safe, sturdy playground equipment. Unlike wood equipment, the steel pieces pose no threat of injury due to splintering. Also, the manufacturer says maintenance costs on the equipment are low because of its durability. A "Guide to Playground Planning," furnished with the equipment, suggests ways to avoid potentially hazardous playground design plans. From J.E. Burke Co., Fond du Lac, Wis. For details, circle 58 on reply card.

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what would you do if . . .

. . . your school board discovered
an 'extra' million dollars?

Ever since school opened last September, financial reports at your monthly board meetings have been full of gloom and dire predictions. In response, the board made some painful cuts in spending; you've laid off three of your seven curriculum coordinators in an effort to avoid cutting classroom staff. By early spring, your business manager reports that things are looking up; the system might end the year about \$40,000 in the black. Glad of this breathing spell, your board turns to other pressing matters: contract talks with teachers, and a bond campaign for next fall.

Suddenly, in May, the financial reports show that you will end the fiscal year not with \$40,000, but with close to *one million dollars* in surplus money. The business manager explains that only last week he received a backlog of data from the computer; he's as surprised as you are. You are pleased that the school system is in such fine financial fettle, of course, but you're also worried about the public's (and the teacher union's) reaction. You're in the middle of negotiations; if this information came out just now, salary demands would soar and your negotiating position would be badly weakened. So—without actually suppressing any documents—you decide to keep the million-dollar surplus quiet; by some miracle, neither the press nor the union pick up on it.

Now it's August; teacher negotiations are over. You know that sooner or later the press or the union is going to look at your financial statements; with your bond election coming up you want to handle things correctly. But how? As a school board member, you should:

A. Call a press conference immediately and disclose all facts and figures in full public view. The public has a right to know what's going on and by speaking up now you will avoid cover-up charges later.

B. At the next board meeting, bring up the crux of the matter: the lack of reliable, prompt financial reporting to the board. Insist that in the future the board must have access to reliable budget figures throughout the year—no more surprises just before the fiscal year ends. Then, if the press picks up on the million-dollar surplus story, fine—but you don't have to spell it out.

C. Keep mum. After all, your financial reports are part of official board records, open to the public. If no one has picked up on the story in three months, maybe no one's particularly interested. Why make an issue of it now?

D. Fire the business manager, buy a new computer, and rehire the curriculum coordinators. If questions come from the public, issue a press release blaming the whole thing on a breakdown in communications, and promise that all will be well as soon as you have a new business manager and a bigger computer.

FOR THE ANSWER, TURN THE PAGE UPSIDE DOWN.

ADVICE FOR THE ASKING

If you are plagued with a prickly problem of school board membership or administration, throw it in the lap of the JOURNAL's cadre of consultants known collectively as *The Journal Adviser*. We'll change the names of persons and places. Then, we'll share the problem and its suggested solution with our readers. Write: *The Journal Adviser, The American School Board JOURNAL*, 1055 Thomas Jefferson St. N.W., Washington, D.C. 20007.

THE ANSWER: B and A. Your real problem is that you don't receive accurate information when you need it. You should have dealt with the matter right away, but since you didn't, make sure it won't happen again. It's likely you'll have to start with A, and follow with B, so be sure that you are prepared with facts and figures once questions begin to fly. You can't afford C. Sooner or later someone's going to come up with those figures, and you'll lose all credibility with the voters and the union. D is beside the point—too much, and too late. Although your business department might have been at fault, your board should have insisted on better reporting procedures; don't make the business manager the scapegoat three months after the fact. As for rehiring the staff, consider carefully: rehire only on the basis of your district's needs, not on the basis of belated guilt, or available money.

THE AMERICAN SCHOOL BOARD JOURNAL

NOVEMBER 1979 (Void after January 1, 1980.)

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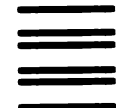
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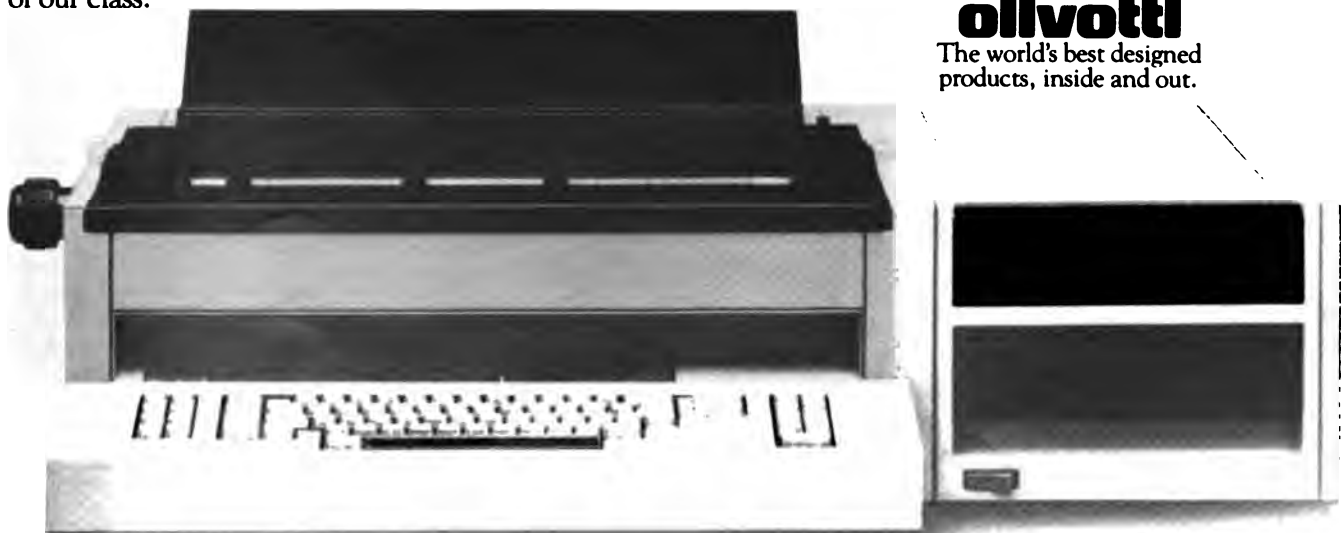
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**"Yeah – these
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"Take it from me, kids can give lockers a real beating even when we don't mean to. The handles break. Doors get ripped off or kicked in. Shelves get torn out. If the lockers can't hack it, the school gets zapped with the cost to fix 'em or put in new ones. Well, you'll never change us kids...but you could change to these Republic lockers. Man, they can take it. And, with the bucks you save you could do somethin' cool ...like start a Disco class."

Good advice about locker problems. Right from the source. Granted he's not valedictorian material, but he is a good example of why cheaper lockers don't hold up even in the best of schools. And, because of that, Republic builds only

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If it moves, stomp on it. School teachers might long for a little therapy for disruptive students, but be careful. According to *American Spectator*, "A group therapy session in Dreux, France, took the life of 37-year-old Pierre Beaumard, who was mortally stomped between two mattresses as therapists 'stamped out his complexes.'" Other news from the foreign front: Turkey has suspended *The Muppet Show* during Islam's sacred month of Ramadan, fearing that Miss Piggy might offend devout Moslems.

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I certify that the statements made by me above are correct and complete. (Signed) James Betchkal, Publisher.

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CONFERENCE

A National Conference on "The Impact of Collective Bargaining on the Quality of Education" will be held on December 2, 3, 4, 1979, at University of Massachusetts, Amherst. For information and conference brochure, contact:

Jacqueline Young, Director
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Montague House
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• *Annual meeting of the National Organization on Legal Problems of Education.* Discussions of collective bargaining, equal employment opportunities (Weber case), First Amendment rights (Mount Healthy), and recent desegregation cases. Address by Jack Greenberg, N.A.A.C.P., chief counsel. For information, write: Tom Jones, NOLPE, 5401 Southwest 7th St., Topeka, Kan. 66606. In Las Vegas, Nov. 15-17.

• *The National Educational Conference of The American School Board JOURNAL.* Action-oriented sessions of setting up a true "basics" curriculum, evaluating and maintaining a school public relations program. For information, write: JOURNAL Conference Registration, The American School Board JOURNAL, 1055 Thomas Jefferson St., N.W., Washington, D.C. 20007; 202/337-7666. In New Orleans, Nov. 16-18.

• *Annual meeting of the Council of Chief State School Officers.* 400 N. Capitol St., N.W., Suite 379, Washington, D.C. 20001, in Des Moines, Iowa, Nov. 11-14.

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journal after the fact

scramble is on: The new department will employ 17,000 persons (10,000 of whom are teachers in overseas schools) and will have a budget of \$14 billion. At the signing ceremony to create the department, journalists reported seeing several former congressmen toting briefcases

bulging with resumes of people hoping to nail down top slots in the new department. (One lobbyist jokingly compared it to Andrew Jackson's inauguration, when office seekers jammed the White House and nearly destroyed its interior.) Top plumb, of course, will be the position of Secretary of Education. At press time, Californian Shirley M. Hufstедler, the highest ranking woman jurist in the nation, was the nominee for the post. But the legislation also creates highly paid posts for an undersecretary, six assistant secretaries, a general counsel, an inspector general, as well as job slots for several top officers and program directors.

The more immediate problem for the

Administration is keeping programs operating in the midst of the transition. "The core of the department already is in place, and we are absolutely committed to keeping everything functioning," says Nancy Lamont of the Office of Management and Budget, which is coordinating the transition.

Lamont admits to some mind-boggling problems, among them: writing approximately 7,000 job descriptions for department staff, developing program evaluations, creating budgets, hiring new staff, gathering new equipment. Under the terms of the new law, the Department of Education is to be functioning 180 days after President Carter signed the law. Deadline: mid-April.

A fuelish idea for the lunchroom

Realizing that those interminable gasoline lines and the odd-even rationing system moved East from California in accordance with the homily that says Californians experience everything well before the rest of the nation, one can only hope that Larry Wise, principal of the Sellers School in Glendora, Calif., was not offering a precursor when he circulated the following memorandum. (It appeared recently in a publication of the Education Commission of the States.) Wise ordered:

"A new lunch procedure will be instituted next Monday. The program will consist of the following:

"1. Students will be divided alphabetically into two equal groups.

"2. Each group will be allowed to eat lunch every other day.

"3. Lunch will be served from a different classroom each day. No one is to know which room.

"4. Lunch will be served at a different time each day. No one is to know that time.

"5. Each room will post the serving time in such a way as to render it unreadable.

"6. Students are to find the classroom from which lunch will be served and form a line.

"7. As there should be approximately 250 students trying to buy lunch, 75 will be served.

"8. Lunches will be served for 10-15 minutes only.

"9. A sign will be hung on the back of a student in line which will indicate that he or she is the last to be served.

Those students behind that person with the sign shall go hungry. Do not feel sorry for them!

"10. Students should bring an increased amount of money each day and plan on the price of lunch eventually

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"12. Students will be glad to pay a dollar."

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Should schools steer clear of driver ed?

Driver education programs conducted by schools, says Cynthia Parsons, education editor of the *Christian Science Monitor*, should be recalled for an overhaul. And after they're taken out of schools, declares Parsons, the driver education programs should be put where they belong: under the direction of your local police force.

In a recent column on the subject, Parsons wrote: "Clearly, U.S. public schools have taken on one chore too many—and one which they are ill equipped to handle: driver education.

While there aren't any government agencies located in every village, town and city equipped to teach arithmetic and reading to children, there is at least one government agency with the capacity to provide training for beginning drivers . . . your local police force."

Parsons says that local police, who know traffic regulations and controls best, would do a better job of instructing than those teachers currently conducting driver education. To strengthen her argument, Parsons cited recent

statistics from the Insurance Institute for Highway Safety indicating not only that driver ed in school has no effect on teenagers' driving records, but also that this training puts more persons under age 18 on the highways than otherwise would be the case.

Tom Farrell, public information specialist for the Michigan Department of Education, doesn't care much for Parsons's proposal: "People who teach—whatever the subject—supposedly are in their profession because they genuinely like and have a rapport with kids. . . . If they don't, they should get the hell out. . . . And it's been my experience—and I've even heard Ms. Parsons say so as well—that most police and kids are on entirely different wavelengths, which would cause me to question what kind of situation we'd be setting up."

Farrell also doesn't agree with the insurance-industry statistics that Parsons used to bolster her proposal: He ranks the credibility of insurance studies—on teenage drivers as well as anything else—in the same category as he does the credibility of the oil industry and bankers: "self-serving."

Another of Parsons's suggestions: "If there is a need to cut the school budget, leave the art and music programs alone, and cut out driver education." Parsons's notion of the proper priority for the curriculum doesn't set well with Farrell either. He says, in spite of problems his state is having with driver ed, that a driver training program is just as important as art and music education: "All contribute to the well-rounded student."

Michigan's Interim Superintendent of Public Instruction, Eugene T. Paslov, admits that driver education programs in his state have hit a few bumps: "The Detroit school system, which provides driver education for 20,000 students annually, has been forced to cut its fleet of cars by one-fourth." Reason: Car dealers now are refusing to provide cars, because the dealers are losing money from such arrangements. Driver-education cars remain on dealers' inventories, and the dealers are required to make payments. Says Paslov: "With double-digit interest rates, dealers say the rebates they receive do not always cover their expenses."

The energy crunch isn't helping driver

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THE AMERICAN SCHOOL BOARD JOURNAL

education either. Farrell acknowledges that rising gas costs (which have gone from 12 or 13 cents per gallon for school systems to about 50 cents) are

tough to handle—but not tough enough to warrant dropping driver ed: “It’s still one of those controversial public school topics—like sex education. But I’m not

in favor of dismissing it. My wife and I have nine kids: I never would have survived if I had had to teach all of them how to drive.”

Public wants more of everything but taxes

And now a word from our sponsor: The Great American Taxpayer.

Besides telling us, once again, that the public’s greatest concern with education is discipline, Gallup pollsters this year have provided us with a composite picture of the “ideal school.” This image is brought to us (via Gallup) from the hundreds of people polled for the 1979 Gallup education survey.

According to the people interviewed, the ideal school would consist of:

- **Well-qualified teachers**, who would have to pass state board examinations before they are hired and who would take similar follow-up exams at regular intervals thereafter. (Those interviewed added that teachers in the ideal school would take a personal interest in each of their students, would be able to interest their pupils in the subjects offered, and would motivate students to work in order to progress.)

- **Strict discipline**, consisting of specific rules of behavior that parents and schools both would accept—and rigorously enforce.

- **More emphasis on the basics**—especially on mathematics, English grammar and composition, civics, U.S. history, science, and geography. For students not planning to go to college, the curriculum should offer vocational training.

- **More in-school work as well as homework.**

- **Better communication** among schools, parents, and the community at large. (Those polled suggested more and better use of the media and more frequent conferences with parents.)

- **Courses and seminars designed to help parents help their children in school.** Among topics that parents would like to discuss: drugs, smoking, and alcohol, and how to encourage reading, better study habits, and so on.

- **Increased attention to career selection.** The public would like to see more emphasis on career opportunities—which would include more business and professional involvement during regularly scheduled career days.

- **More community involvement in**

school affairs and operations. The public wants community residents lured into school buildings at least once a year—whether for lectures, meetings, or

social gatherings.

Funny thing about the public’s image of the ideal school: No one mentioned that it would need adequate financing.

Advice to a young administrator

You’re approached by a young administrator who is about to assume the superintendency of a neighboring school system. He asks you what he should expect in his new job. What might you tell him?

Two Ohio educators pondered this question, and their curiosity led to a survey that went to every region of the U.S. The results of that survey detail the concerns of 116 superintendents from school systems with 1,500 students or more.

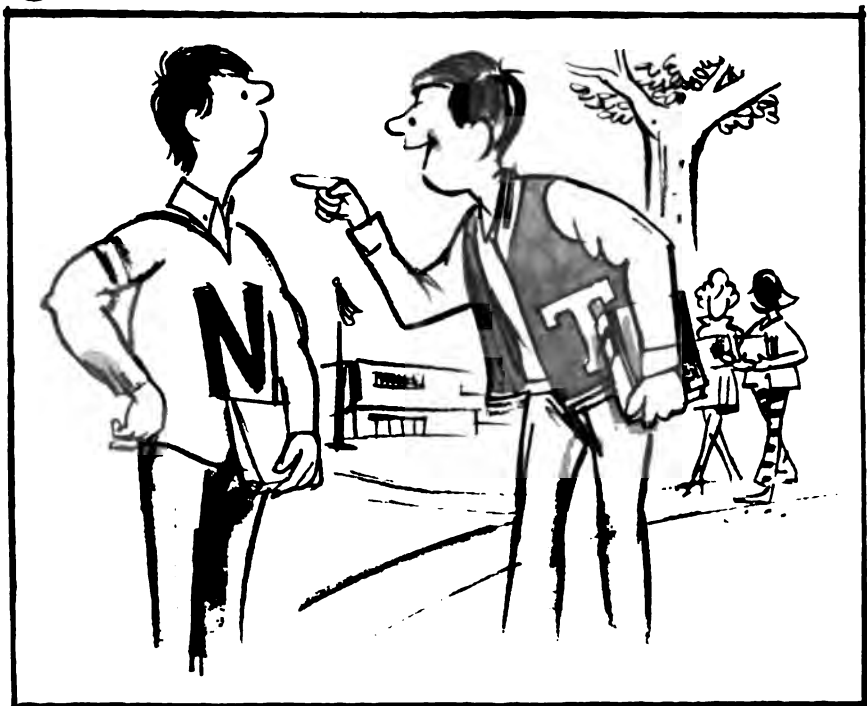
Larry W. Hughes, a former Ohio

school superintendent, and William M. Gordon, professor of educational leadership at Miami University of Ohio, asked their colleagues to identify the leading concerns a new superintendent should be aware of.

Communication difficulties topped the list. Approximately 25 percent of the veteran superintendents said communication issues were their number one concern. Specifically, they often cited the need for better ways to win community and staff support.

Keeping the school board and ad-

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ministration on the same wavelength was another communications concern a rookie school chief should know about, said the superintendents. And sharp interpersonal skills are more important to staff and board relations than a knack for writing memorandums and reports, they added.

With the teaching staff especially, several superintendents pointed out, the school's chief executive must, as one put it, "maintain high visibility and open communication in order to establish credibility. . . ."

Communication headed the list, but

the superintendents also pointed to five other areas of concern for a new school superintendent: curriculum development, personnel management, financial management, school law, and negotiating techniques.

For those who still think superintendents don't care much about curriculum: surprise. The 116 superintendents surveyed by Hughes and Gordon cited curriculum programming concerns 94 times. Specific issues mentioned included the need for competency based instruction, teacher and school accountability, the basics, and education

for the handicapped.

Although few respondents would presume to tell a new superintendent *what* to think, many of the veterans did recommend that a new top executive should have a good grasp of the major school issues and a defensible position on each. A new superintendent, it also was suggested, should be knowledgeable about new instructional techniques and curriculum innovations.

Management skills also were said to be crucial. As one veteran put it: "You had better know how to manage your time and how to delegate jobs, if you care about survival." Knowing how to evaluate personnel, how to make effective decisions systematically, and how to manage scarce resources were among the specific skills frequently mentioned. In short, those surveyed said a superintendent ought to possess the skills required of any executive. The new superintendent must be able, for instance, to develop accurate program budgets, assess individual school costs, recommend and defend changes in building use, and know how to pass a bond issue.

Regional differences showed up: West Coast respondents frequently mentioned the implications of Proposition 13 and similar tax reform issues; respondents from the Upper Midwest and Northeast identified budget deficits as a paramount problem; several respondents from the Lower Midwest and the Southeast talked about the capital crunch in their rapidly *expanding* school systems.

Knowledge about existing federal and state laws, court decisions, and impending legislation was seen as crucial by many respondents. Key subjects: due process procedures, desegregation, education for the handicapped, and Title IX—all of which reflect litigation currently confronting school systems in all regions of the U.S. Warned one superintendent: "You can't depend on the school attorney to keep you out of trouble; chances are he doesn't know school law as well as you do."

Concern about collective bargaining was another old favorite frequently mentioned. Most of those who said bargaining is a big problem suggested that the new superintendent should be savvy about negotiating, but should not do it himself. Said one superintendent: "You had better know a lot about collective bargaining. Bring in a good labor lawyer and do not try to do your own negotiating. Become knowledgeable in handling grievances."

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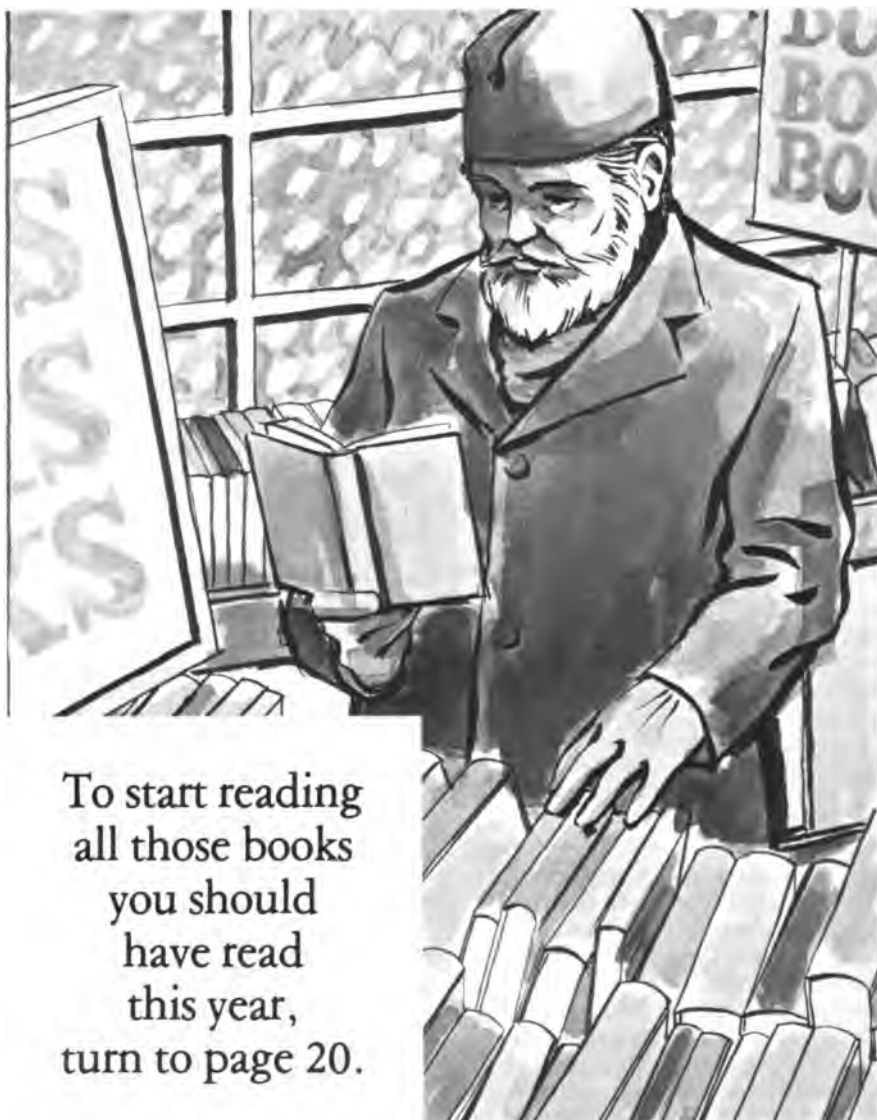
DECEMBER 1979

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DECEMBER 1979/VOL. 166 NO. 12

Month's menu



To start reading
all those books
you should
have read
this year,
turn to page 20.

Look here, too

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The books you should have read this year —and still can

FEEL guilty about being so far behind in your reading? Anxious about the upcoming round of holiday parties, at which you will be asked for your professional opinion on the big books in education? Fear not—the JOURNAL is here, once again taking a close look at the books from the past year or so that are of special interest to school policymakers and administrators, books that are problem solvers and books that probe many of the questions facing school people today.

From a search of more than 2,000 titles, the JOURNAL's editors, reviewers, and consultants have come up with a list of 40 that merit your close attention. As you will see from the reviews on the following pages, a few of the books miss the mark; others are nearly perfect; all will be talked about.

Of all the books reviewed in this issue and in the past year, ten stand out as essential reading. These Musts are listed on page 27 and reviews of them can be recognized by this symbol:



A list of publishers of all the books reviewed in this issue is on page 35, along with mailing addresses of publishers' distribution centers and special ordering information. *Please note that books must be ordered directly from publishers or purchased (or ordered) through your local bookstore.*

The teaching pendulum

By John W. Marlowe

When I started reading *Teaching as a Conserving Activity* (notice that if you squint just right you can mistake *conserving* for *conservative*), I wanted to believe that it was time to denounce many of the things espoused in the 1960s. After all, I wanted to relax a bit and grow smug in keeping with the milder '70s and the aborning '80s.

This seemed the perfect book. What could be more attractive to maturing liberals than reading Neil Postman, the coauthor of *Teaching as a Subversive Activity*, stepping back into the closet and saying it all was a mistake, sort of—and further saying that schools should lower their expectations and stop trying to do so much?

Truth to tell, I didn't like Postman's first book all that much. It was a popularization and distortion of a lot of values that were too serious to be pack-

John W. Marlowe is a free-lance writer and high school vice-principal in Walnut Creek, Calif.

Teaching as a Conserving Activity

By Neil Postman
244 pp. New York:
Delacorte Press. \$9.95.
To obtain this book,
see page 35.

aged in a stylishly thin hardbound with a tricky cover featuring an with a lighted fuse attached. Never that most of the subversive action long gone by the time the book h marketplace.

This new book takes the same Postman, a self-styled profess media ecology (say what?) at New University, offers readers tried and sheep fashions in wolf jargon s think we're getting something ne reality, all Postman gives us is a l tricky phrases and platitudes that no practical value and are of little sophical help in the governin schools.

His sweeping generalizations i

Must reading: ho

By R. Winfield Smith

School history texts are not "written" anymore; they are "developed." So states Frances FitzGerald, author of this stimulating, provocative, eminently readable book, *America Revised*. The author is no lightweight critic. Her best-selling *Fire in the Lake* was awarded a Pulitzer Prize, a National Book Award, and a Bancroft Prize for history.

Acknowledging that many studies already have been made to discover what 17 or 18-year-old Americans know about their history and political system—with uniformly depressing results—Frances FitzGerald offers a detailed and enlightening account of how history textbooks are created by authors and publishers.

Publishers, she says, develop new books by analyzing best-selling texts to find out how much space each gives to major events in history. Next, they see to it that all manuscripts follow standard "readability" formulas, which measure the frequency with which difficult words occur. They give writers

R. Winfield Smith is an education scholar and longtime school board member from Pennsburg, Pa.



America Revised

By Frances FitzGerald
240 pp. Boston:
Little, Brown & Co. \$9.95.
To obtain this book,
see page 35.

specific instructions to emphasize downplay material based on what editors think the people want, or want, to hear. FitzGerald claims ec are highly responsive to pressure gr of all kinds and are constantly rev textbooks to remove "offensive" r rial. She says the only group doesn't bother the publishers is the demic community, and consequ there is no real check on the intelle quality—or even the factual curacy—of school history textb "What a textbook reflects is th compromise, an America sculpted sanded down by the pressures of di constituents and interest groups . . is surprising how quickly and thorc

swings from 'subversive' to 'conserving'

make you reconsider book burning. Things like:

"There are very few ideas, feelings or attitudes that might occur to an English speaking person that cannot find adequate expression in Standard English There is a precision and richness to it that cannot be approached by any social, regional or ethnic group."

Postman must have been behind the door when *Huckleberry Finn* was passed out—and never heard of Richard Pryor.

Or, how about this one:

"People with messages chiselled in stone will be awed by time. People with paper will be awed by space." I'm awed by his moxie.

Or this:

" . . . A society in which law is codified in written words thinks differently about property, contracts and obligations from a society in which law exists only in memory."

Reading this could make you whacky: no examples, no proof, no expansion—just simple flat statements, hunched down on the page like a mug-

ger in a park.

Many of my criticisms of the book come from disagreement over minor points that should have been avoided by careful editing. Consider the author's discussion of television commercials. Postman gives a great deal of space in the book to television and says, à la McLuhan, that there is no difference between commercials and the rest of television programing. He goes on to say, ". . . every one of the one million commercials—every one that a youngster will see or hear on TV or the radio—presents a problem and a solution."

Nonsense. Many commercials try only to set a mood or create a feeling to be associated with a product. See: The reader ends up arguing over throwaway points like this instead of paying attention to the big ideas.

The big ideas essentially are three:

(1) Education should be thermostatic. (His word; I wouldn't use it outside a book entitled, *Zen and the Art of Heater Repair*.)

(2) Education should be thermostatic as a response to the main thrusts of the

society. (Postman never says who or what identifies the main thrusts, nor does he write about identifying when a main thrust has turned back to a minor thrust so educators can switch courses in midstream. I don't know how board members would identify what major thrusts they want to be against.)

(3) The main thrust of educators should be directed to counter the power of the media ecology. Television has produced the students we have. He proposes that schools develop a Second Curriculum to respond to television's first.

Don't get me wrong; the book has some merit. *Teaching as a Conserving Activity* is good reading for school board members who want to keep up with the latest trendy jargon and images.

As for insights about how to improve the education in your school system, you'll get little more than a cry for back to basics, and a call for dress codes for students who must stand when the principal enters the classroom.

The pendulum swings, and having swung, swings on.

publishers teach history to children

ly the truths for posterity have changed," FitzGerald writes.

As proof of this statement, she offers readers an account of the evolution of history texts in American schools from the first fumbling beginnings in Webster's spellers and McGuffey's readers. The organization and standardization of history texts in the 1890s, she says, was a reflection of the growth of public high schools after the Civil War. From 1910 through the '30s first-rate scholars wrote history texts and began to synthesize large issues for children. The abrupt end to this was the advent of World War II—with history texts in the '40s defining democracy not as a call to action, but as an identification with the American system. In the Cold War '50s, history texts turned into encyclopedias rather than histories—replete with facts, but with no connections among these facts. FitzGerald says the '60s witnessed the most dramatic rewriting of history ever to take place in American schoolbooks, and, currently, texts are written backward—beginning with public demand and ending with the historian. "By casting away scholarly claims to authority, publishers have set themselves adrift on the uncertain seas of public opinion," the author claims.

FitzGerald analyzes in detail the changing ways in which school history texts have dealt with such issues as immigration, civil rights, and the American Indian. She points out that publishers now are on the verge of rewriting history to accommodate the new population of Spanish-speaking Americans.

Current American history texts are remarkable for their lack of economic analysis, according to the author. In these books, there is no discussion of the importance of cities; they are evasive on all major issues concerning the Vietnam War. They fail to mention multinational corporations, the military-industrial complex, the C.I.A. They don't deal with issues such as nuclear proliferation, worldwide inflation, world food shortages. In short, FitzGerald says, what is missing in history texts is intellectual history in the broadest sense. As one example, she points out that the texts report that Thomas Paine's *Common Sense* was an influential pamphlet but that these texts never discuss what it says. The textbook substitute for intellectual history, she states, always has been editorializing.

The final major thrust of the book is an account of the consensus achieved,

from about 1910 to the early '60s, by the educational establishment on a philosophy of education, and the way American children would be taught about the world and American history. The author includes an examination of policy statements by the N.E.A. and other curriculum-study groups; the examination shows how and why American history texts have become so dull. She wrestles with, and offers some answers to, this intriguing question: Why, in the profession most directly concerned with education, should there be a level of anti-intellectualism and sheer mindlessness found in few other professions?

FitzGerald has no answers for the complex situation she has delineated so well. Although she does not mention it, the American Council for Basic Education now is considering the establishment of a commission of scholars to review the teaching of history in the public schools. If this project reaches fruition, it might hold some promise for the future. Meanwhile, school board members, professional educators, and thoughtful citizens from every walk of life will be richly rewarded for spending a couple of fascinating hours with *America Revised*.

The challenge for education's future

By Jim Draper

Children might be an endangered species, because the problems we bequeath them represent lethal dangers that might defy solution.

In *Small Futures*, Richard deLone (writing for the Carnegie Council on Children) focuses on one "simple but far-reaching idea: that children have been assigned a key role in dealing with the deepest tension in American life, the conflict between economic and political liberalism," and deLone notes that reformists have "always counted on children to solve in the next generation the problems that parents could not solve on their own."

That last statement might be overly optimistic, and for those of us whose own offspring now are reproducing, it might seem a safer bet to place the burden of redemption on our grandchildren, the tasks ahead of us being altogether too much for a generation of children that already has suffered all the woes of modern war and its accompanying pestilences, has seen catastrophic degradation of the environment and

Jim Draper is a retired journalist and self-styled social critic.



Small Futures: Children, Inequality, and the Limits of Liberal Reform

By Richard H. deLone
258 pp. New York:
Harcourt Brace Jovanovich, Inc. \$12.95.
To obtain this book
see page 35.

leaky nuclear plants, has fought expressway traffic, uncontrollable inflation, been subjected to crazed rock bands, and been forced to swallow franchised fried chicken. Kids, as young as possible, might improve things somewhat, especially if we bequeath them good tools and good inclinations.

The political and economic inclinations of whoever becomes President of the United States 40 years from now might make some difference, but not much because the truly essential local

decisions in the year 2020 A.D. will be made by constituencies who now are children and who will have matured in an atmosphere of justice and reason or in one rendered irrational by a continuation of our own stupidities. And your schools will have played a decisive role in determining the difference.

The Carnegie Council on Children, speaking through Richard deLone, seeks not only to demolish the shibboleths of the education establishment, but also, at least by inference, to challenge the compartmentalization that would set education apart from voting rights, nutrition, housing, and access to air, water, and, now, energy resources.

Small Futures will torture both ends of the political spectrum. But clearly those on the Far Right will suffer most from such suggestions as deLone's call for "a truly progressive tax situation, with the wealthy paying a higher percentage of their income [than the poor] in taxes." Imagine such a proposal coming from a seven-year study funded with money left by a poor Scotch boy who had to make it all on his own.

Small Futures is another voice in the conversations that have been going on since before the time of Plato.

Verdict: well done, provocative.

Technology rides to education's rescue

By Jack L. Davidson

Here is a book that is not about what's wrong with American education. The authors do cite some of the problems, but they focus on ways to get good education at lower costs.

They also make a number of claims, including the assertion that by using the principles enumerated in the book you can attain adequate achievement at lower cost while making educators more professional. Bonus promises are made for the restoration of continuous learning by students.

Tall order for one book, but the concepts do make good sense. The authors say the ideas they present are virtually ignored by current educational policy. They argue that our economy cannot continue to handle rapidly expanding education costs when results do not keep pace. As one remedy, the authors detail several ways to use technology and

Jack L. Davidson is superintendent of schools in Austin, Texas.

Modernizing the Little Red Schoolhouse

By Edward J. Willett, Austin D. Swanson,
and Eugene A. Nelson
282 pp. Englewood Cliffs, N.J.:
Educational Technology Publications.
\$15.95.
To obtain this book,
see page 35.

paraprofessionals (even students) in a "man-machine system." Several appendices present useful tables on cost estimates for equipment and staff, which might improve the cost-effectiveness of education.

Those who have some hesitancy about the place of technology in education might have trouble with the ideas stressed in this book. Such persons might become more convinced than ever that the machines should be destroyed. But the techniques of using computers

and automated instruction are presented in ways that can be useful to educators if the bias against them is not too strong.

The authors present a reasonable discussion of individual learning prescriptions, even though one might argue about the effect complex technology has on the human side of schooling. The authors envision three kinds of professional roles: administrator, special service coordinator, and teacher. The teacher would transmit information to students only occasionally, through technology. Some might want to argue that point. Teachers would diagnose learning needs, prescribe curriculum, provide some personal response, and encourage and evaluate student progress.

If a comparison of labor-intensive versus capital-intensive modes of instruction grabs your attention, this book offers much to consider. It's not good bedtime reading, but it does deserve a place in your library as a good reference for considering the economies of automated education.



Two views on who gets ahead

By Luci Switzer

The flippant answer to Christopher Jencks's provocative "Who gets ahead?" is: "Just about whom you'd expect." That turns out—after comparisons of five national surveys and six special purpose samples, 85 tables, 130 footnotes, innumerable analyses regressive and otherwise—to be Jencks's answer, give or take a half percent of a standard deviation.

Those who get ahead, it seems, are those from favorable family backgrounds, from nonrural areas, those with relatively high cognitive test scores, with positive noncognitive traits (charm), with good luck, and with more (as compared to less) schooling.

The last point is not to suggest that Jencks has changed his position since *Inequality* (the book that launched Jencks and his theory that parents' social standing has a greater impact on a student's success in society than does schooling), nor that he suddenly finds in education the means for those from poor, black, rural, undereducated families to improve their lot in life. Education, he says, does little to raise test scores or improve negative personality traits.

Schooling, apparently, is most useful as a *sign* that one already has all the other pegs in the right holes. Or as Jencks puts it, "The best readily observable predictor of a young man's eventual status or earnings is the amount of

Luci Switzer, a writer and social critic, formerly was managing editor of *Nation's Schools and Colleges* magazine.

Who Gets Ahead? The Determinants of Economic Success in America

By Christopher Jencks
397 pp. New York:
Basic Books Publishers. \$17.50.

Fifteen Thousand Hours: Secondary Schools and Their Effects on Children

By Michael Rutter, Barbara Maughan,
Peter Mortimore, and Janet Ouston
285 pp. Cambridge, Mass.:
Harvard University Press. \$10.
To obtain these books,
see page 35.

schooling he has had."

Jencks toys with the notion that this is because schooling serves as an arbitrary rationing device for allocating scarce jobs, but he also considers the possibility (repugnant, apparently) that schooling imparts skills, knowledge, or attitudes that employers value. Finally, he admits that the research is insufficient to provide a solid answer. This, however, does not stop Jencks from concluding that little of the association between schooling and success can be attributed to what students actually learn from year to year.

Jencks and his 11 colleagues correlate their data, regress their variables, and compute their standard deviations with a zeal that almost succeeds in obscuring the facts that they studied only the male half of the population and that they define success only in terms of occupational status and earnings.

Limiting the study to males is "both serious and regrettable," Jencks admits, but he slides over the problem with a footnote referring to other studies showing the effects of sex on economic success. It might have been interesting to explore the effects of sex on the definition of success and to ask whether the inclusion of women might not have had a significant impact on other variables, such as education.

The omission of women and the limited definition of success are at the heart of what, from the standpoint of its value to school board members and administrators, is most unsatisfactory about *Who Gets Ahead?* Does schooling, perchance, have something to offer students who have different definitions of success or who do not choose, for whatever reasons, to enter the economic mainstream? Do the results of schooling contribute something to that less easily measured "quality of life?"

A less pessimistic view of the possible outcomes of education is presented in the Rutter study of the effect of 12 different London secondary schools on the achievement of 2,700 students. The impact of *Fifteen Thousand Hours* might depend less on the quality of the research than on perceptions of its portability to education in North America.

Because the factors found to make a



difference were almost entirely in the schooling *process*, rather than in form or structure, it is unlikely that the effects would be exclusively British. And it would be hard to argue that children in North America would react less well to consistency in discipline, to praise, and to greater opportunities for personal responsibility than do their student counterparts attending classes in the British Empire.

The authors acknowledge that their conclusions are not, or should not be, surprising: "The idea that children

benefit from attending schools that set good standards, where teachers provide good models of behavior, when they are praised and given responsibility, and where lessons are well conducted," is hardly revolutionary.

It is obvious even to casual observers that schools vary widely with respect to such outcomes as student behavior, attendance, exam success, and delinquency. The contribution of Rutter and his colleagues is to document that these differences do not always depend on differences in the students themselves:

Input does *not* always equal outcome. Schools *do* have an important influence on their pupils' behavior and attainments—and futures.

The fact that students' observed behavior in school was most strongly associated with school processes themselves, and not with the students' personal characteristics and home background, could have nearly revolutionary implications. Modes of behavior in children, the authors conclude, developed to a large extent in direct response to the school environment.

Fifteen Thousand Hours deserves to be read by everyone who believes that schools can make a difference. Like *Who Gets Ahead?*, it is heavily documented with tables, appendices, and references. It is, however, easier to read, and its conclusions are considerably more accessible.

It is inevitable that the Jencks book, building on the controversy generated by *Inequality*, will receive more attention in the popular forums. It will be too bad if it also receives more discussion in school board rooms and teachers' lounges. Educators who are tired of being expected to do everything might find Jencks's easy pessimism about education to be seductive. But even if education cannot equalize everyone's chances in an unequal society, *Fifteen Thousand Hours* shows the difference individual schools can make in individual lives.

This brain book is intelligent, readable

By Judith Brody Saks

Walk into a well-stocked bookstore one of these days, and you're likely to find several shelves filled with books on science's latest fancy: home computers. You can read most (not all, but most) of those books without knowing Fortran. But try finding a book on the human brain, a subject of incomparable importance, a topic with tremendous significance for the human race. You won't come across many books, and you'll need some training in neurology to read the ones you do manage to locate.

Fortunately, there is one book on the brain that's been published for people who prefer plain English to medicalese and who have a taste for straightforward, rather than convoluted, prose: *The Brain: The Last Frontier*, by Rich-

Judith Brody Saks, a prize-winning education writer, is executive director of the Washington (D.C.) Independent Writers Association and a former senior editor of *The American School Board Journal*.



The Brain: The Last Frontier

By Richard M. Restak, M.D.
418 pp. New York:
Doubleday & Co. \$12.
To obtain this book,
see page 35.

ard Restak, M.D. Restak makes the vast amount of research that's been done on the brain in recent years not only comprehensible but enjoyable and even exciting to read. He unfolds his tale as a mystery writer would, with each chapter giving one more clue to the puzzle that is the human brain. But while his tone is conversational and his book laced with anecdotes and personal glimpses of the

researchers, Restak never condescends or writes down to his audience. He deals with the serious moral and political questions that brain research has raised, and usually deals with them thoroughly and well. He doesn't have all the answers, but neither does he *claim* to have them.

Restak's central thesis is that the brain cannot be compared to a computer or to anything else that we know. Nor can it be explained by simple geography (i.e., pain originates in one part of the brain, memory in another). Essentially, the brain is a process; every form of conscious activity that we engage in depends on the combined action of the brain's three functioning units: alertness, information processing, and action. "Even something as simple as sitting quietly looking out a window requires a delicate interplay of all three brain units," he writes. It's impossible, therefore, to study the brain from a strictly biological point of view. What we really have to examine, he says, is

how the brain influences our perception of the world and our knowledge of ourselves. Brain research is the outgrowth of the older disciplines of philosophy and religion, the doctor argues cogently. Brain researchers are seeking answers to questions that long have been with us: "Who am I? Why am I here? Where am I going?"

As his book evolves, Restak describes the brain research that's been done in various areas (brain chemistry gets a chapter, for instance) and places each piece of research in a moral or social context. One anecdote from his book will illustrate Restak's method of dealing with his material. He relates the story of "S.B.," a 52-year-old man, blind from birth, whose vision was restored through an operation in an English hospital some years ago. A young psychologist, eager to see how a blind man who had been granted sight would behave, performed a series of examinations that Restak calls "one of the most intriguing investigations ever conducted into the workings of the human brain."

Through a series of drawings that he was asked to complete, S.B. indicated

that, although he could see, his ideas of the world still arose from touch. His drawings of a London bus, for example, never accurately reflected the way the bus looked. In all cases, the radiator, an unlikely object for a blind man to know by touch, was missing from the drawings. At the same time, S.B., who had been cheerful and self-reliant when blind, began to grow depressed and melancholy. He did not enjoy the "sights" he had longed to see. About a year after the operation, he died a deeply depressed man.

The story raises "haunting questions about our own reality," Restak says. "In essence, do our perceptions provide us with a knowledge of what is really 'out there?' Or, do we respond only to those parts of reality determined for us by our earliest experiences?" In partial answer, he suggests that our early perceptual patterns, once established, "may be extremely resistant to change, even change toward what would seem to be an improvement." S.B.'s sad experience also makes it "compellingly clear that the real world doesn't fit our medical or religious preconceptions quite so

neatly," the author adds.

A number of chapters in *The Brain: The Last Frontier* might be of special interest to educators. Restak notes, for example, that environmental stimulation is very important to brain development and that the brain does not so much develop as "respond to tens of thousands of environmental variables." Lack of stimulation, such as that caused by malnutrition or undernourishment, can adversely affect some of the most important aspects of brain function. If you need scientific support for your school breakfast program, better read the chapter called, "Children of the Moon."

Restak's discussion on brain differences between the sexes is also particularly relevant. The author argues that "boys do think differently from girls" and that, rather than discounting or ignoring the evidence, educators should reexamine their curriculums and the ways in which they teach certain subjects. (For a fuller discussion of the impact of brain research on education, see the October 1979 issue of *THE EXECUTIVE EDUCATOR*.)

At last: a rational report on energy

By James R. Riggs

The industrialized world is undergoing a transformation that is unprecedented in history. Unprecedented because not only are we aware of the transformation, but we can observe the change on nearly a daily basis. Further, it is unprecedented because we still have the time to prevent (or at least scale down) the potential social disruptions that might occur.

A good place to start might be by reading a reasoned and rational report on energy that has emerged from a six-year study by the Harvard Business School. Titled *Energy Future*, this book should be read by every teacher, administrator, and school board member in North America. An editor at the *New York Times* described the book as "the best single examination of America's energy problem in print." It would be difficult to disagree with that assertion. The editors of *Energy Future* established as their goal making sense out of the complicated pieces of the energy puzzle. They achieved that goal. The book is easy to read and understandable, and it clearly is designed for a general audience.

James R. Riggs, a school board member in Indianapolis, is associate professor of political science at Indiana Central University.



Energy Future

*Report of the Energy Project
at the Harvard Business School
by Robert Stobaugh and Daniel Yergin
353 pp. New York:
Random House. \$12.95.
To obtain this book,
see page 35.*

The authors base the book on three premises. First, that the energy crises of 1973-74 and 1978-79 were not isolated phenomena, but rather are a major part of a worldwide transformation for both energy producers and users. Second, that healthy economic growth is essential, and the free market is the best way to achieve such growth. Third, that the total social costs of all energy decisions must be considered before policies are adopted. The editors of the book focus on the United States, because they believe it has a wide range of policy choices before it, and because when the United States does take action it will have a profound effect on the rest of the world.

The authors make a strong case for

America stopping the growth of its oil imports and they conclude that domestic alternatives are not likely to deliver the levels of energy that have been projected by some advocates. Consider the following:

- *Domestic oil.* The authors argue that even if price controls are completely eliminated, production of oil from existing fields likely will decrease by nearly 50 percent in ten years. New oil fields won't offer enough production to offset loss from the old fields. They also state there is no solid evidence that divestiture by oil companies will lead to greater production of domestic supplies.

- *Oil from shale.* The editors remind us that as the price of oil increases, so does the cost of producing oil from shale.

- *Natural gas.* The many facets of the debate concerning control or decontrol of prices make interesting reading, but the key point the editors make is that the U.S. should not plan on greater quantities of natural gas to offset reduction in oil supplies. The challenge will be to maintain gas production at current levels.

- *Coal.* This fuel has been rediscovered by the Carter Administration. Because of its abundance, much is expected of coal—too much. Major environmental questions must be faced. Equally difficult to confront is the labor



situation in the coal industry as well as the industry's own internal conflict. The authors contend this backward industry probably is its own worst enemy and that coal will not be the salvation that so many Americans hope for when they refer to the "new age of coal" or the "great black hope."

- **Nuclear power.** Three Mile Island in Pennsylvania or Marble Hill in Indiana were accidents that take public attention away from the crucial question: Can nuclear power deliver? The authors forcefully state that nuclear power offers no solution to the problem of America's growing dependence on imported oil for the rest of this country.

Because conventional sources of energy are not the answer to future needs, the authors say we must look at the unconventional alternatives: conservation and solar power.

Unlike many alternative energy advocates, these authors do not treat conservation in a naive manner. Efforts to push for conservation and solar power must be made through laws, tax incentives, and pricing. The book spells out the need for fuel-economy requirements for trucks and automobiles; laws to force industry to move toward cogeneration (use of steam to produce electricity); home-conservation tax incentives of up to 50 percent; expansion of the current ten-state Energy Extension Service, modeled on the Agricultural Extension Service; following the aggressive lead of California into the solar energy field (projections suggest 20 percent of the nation's needs can be met by solar power — equivalent to ten million barrels of oil per day—by the year 2000). The bottom line is this: Solar energy and conservation will require major social, economic, and political decisions, and above all else, a shattering of our traditional prejudices

towards conventional sources of energy.

From an analytical point of view, I would suggest that American behavior towards the energy shortage can be categorized into four types: escapism, denial, greed, and eternal optimism. The attitude of escapism can be seen in society focusing on a dream that precludes looking at the actual problem. For example, a pie-in-the-sky Manhattan Project for synthetic fuels at the eleventh hour is escapism. Denial behavior attempts to ignore the situation and opts for living in a state of blissful ignorance. The hope that the problem will go away when the oil companies get the price high enough is denial behavior. Greed behavior is, put very simply, "if we need it, we should take it by force of arms." The age of scarcity and accompanying greed is threatening basic American beliefs. Finally, the eternal optimism is a rational attempt to solve society's problems. Before we can begin to exercise this latter behavior pattern, we must put the problem in proper perspective. *Energy Future* should help considerably.

This money book could make us better consumers

EVERYONE'S MONEY BOOK / By Jane Bryant Quinn / 874 pp. New York: Delacorte Press. \$14.95.

Jane Bryant Quinn, whose financial columns are familiar to readers of *Newsweek* magazine, has written a book that could make better consumers of us all. *Everyone's Money Book* is being touted as an investment primer for Middle Americans. That it is. But the book—a massive 874 pages—also is full of advice about other money matters: how not to get ripped off when you buy a car; your legal rights when moving to another house; selecting life insurance; making a budget for household expenses; paying for a college education, a funeral, a divorce.

To be sure, investment matters such as stocks, bonds, mutual funds, real estate, and taxes are covered in depth: when to sell a losing stock, the market-cycle theory, how to plan your retirement and draw up a will, how to incorporate a small business, how to sue a stockbroker. This information, combined as it is with facts on more mundane money matters, makes *Everyone's Money Book* a secure investment.

The book is organized and written in

a clear, no-nonsense style suited to its subject. An index at the back helps readers quickly find information about specific money matters, and a handy information directory for consumer complaints also is included.

If you bought *Sylvia Porter's Money Book* a few years ago, you don't necessarily need Quinn's. If not, buy *Everyone's Money Book*; read it at least once, and then keep the book within easy reach. You'll be dipping into it constantly.

How organizational thinking gave schools limited goals

ORGANIZATIONAL AMERICA / By William G. Scott and David K. Hart / 272 pp. Boston: Houghton-Mifflin Co. \$11.95.



Americans have an itch to accelerate. In a world grown dizzyingly complex, Americans have turned over control of their lives to the great vehicles of this accelerating change: the large corporations. So says *Organizational America*, a book charging that corporations have usurped individual values and, instead of being merely producers of goods and services, now also shape our perceptions and self-images.

Authors William G. Scott and David K. Hart claim that the "best and brightest" guided our disastrous involvement in Vietnam and that the thinking of these men was borrowed directly from American business practices. The type of thinking that in war created body counts, protective reactions, and napalm requires in business a blind acceptance of authority, stress on quantitative goals, and the need for collective, rather than individual, thought and effort.

This goal and growth-oriented thinking is promoted in the business schools of the nation's universities and first was brought into the government by the Cabinet officers of the Kennedy and Johnson Administrations. This blindness to all but the bottom line derives from the traditional American belief in growth as an absolute good. As a result, corporations seek to grow, the authors say, by manipulating people through television and newspaper advertising to buy what companies already are producing. Politicians also have learned to play this manipulative game.

The growth that has made the U.S. prosperous also has led the country into the dilemma of consuming more than it produces and of requiring that organizations be staffed with individuals who readily can fit the corporate mold.

Although this book on the surface seems little more than a depressing rehash of criticism of contemporary American society, the questions it raises should prove interesting reading for school board members, administrators, and other educators.

Example: The authors say that American corporations are exceedingly goal oriented because they measure growth by short-range sales figures.

This thinking has spilled over into education. When student test scores began to decline, businessmen and educators grew alarmed and decided to create minimal competency instruction and tests. The purpose: Students would learn in a systematized manner, and the tests would prove that each student has mastered quantitative basic skills. This organizational approach has been operating for several years now, and recent research indicates that although children can add and subtract, such instruction has failed to teach students how to think a problem through.

The plea of the authors is that we break out of this short-term approach to solving problems and return to a humanistic and individual conception of man's role in society. Easier said than done. But the authors argue that if we are to avoid disaster and authoritarian control, a return to individual vision and values is essential.

If you're really
'for the children,'
read this book



CHILDREN'S RIGHTS: Contemporary Perspectives / Edited by Patricia A. Vardin and Ilene N. Brody / 182 pp. New York: Teachers College Press. \$7.50.

Ask any school board member or administrator why he's in the education field, and there's a better-than-even chance he'll answer: "for the children."

That response, hackneyed though it might be, undoubtedly represents the sincere belief of people who devote major portions of their lives to activities for which they are paid nothing or con-

Ten *Must* books for 1979

IF FROM all the titles published during the past year that relate to the schools you can read only a handful, choose these ten—selected by the JOURNAL's editors, reviewers, and consultants (school board members, school administrators, parents) as essential reading:



America Revised, by Frances FitzGerald (240 pp. Little, Brown & Co.; \$9.95). Reviewed by R. Winfield Smith on page 20 of this issue. *A detailed and enlightening account of how history textbooks are rewritten according to prevailing pressures and special interests.*



Bakke, DeFuria and Minority Admissions, by Allan P. Sindler (358 pp. Longman Publishing Co.; \$4.95). Reviewed in the February 1979 JOURNAL by David Schimmel. *The book probes beyond recent legal arguments and court opinions to explore the values, limits, and alternatives to standardized tests for minority students.*



The Brain: The Last Frontier, by Richard M. Restak, M.D. (418 pp. Doubleday and Co.; \$12). Reviewed by Judith Brody Saks on page 24 of this issue. *Restak makes the vast amount of recent research on the brain (including how we learn) not only comprehensible, but enjoyable, and even exciting to read.*



Children's Rights: Contemporary Perspectives, edited by Patricia A. Vardin and Ilene N. Brody (182 pp. Teachers College Press; \$7.50). Reviewed on page 27 of this issue. *Ten essays that put the plight and potential of children into historical, cultural, and international perspective and that show how you can make a difference.*



Dealing With Censorship, edited by James E. Davis (228 pp. National Council of Teachers of English; \$6.50 for N.C.T.E. members; \$7.50 for nonmembers). Reviewed in the June 1979 JOURNAL by Barbara Parker. *The book examines every aspect of censorship in schools and describes what school officials can do not only when censors appear, but preferably before an attack occurs.*



Educating All Our Children, edited by Doxey A. Wilkerson (173 pp. Mediax, Inc.; \$12.95). Reviewed in the October 1979 JOURNAL by R. Winfield Smith. *Here's a rich vein of information and stimulation for anyone—professional and lay person alike—interested in educational policy.*



Empty Pages: A Search for Writing Competence in School and Society, by Clifton Fadiman and James Howard (200 pp. Fearon Pitman; \$7.95). Reviewed in the September 1979 JOURNAL by James Betchkal. *Includes practical things that can be undertaken by any school system to improve the writing competence of its students.*



Energy Future: Report of the Energy Project at the Harvard Business School, by Robert Stobaugh and Daniel Yergin (353 pp. Random House; \$12.95). Reviewed by James C. Riggs on page 25 of this issue. *Stobaugh and Yergin put the whole energy problem in perspective in this examination of possible alternatives to oil.*



Small Futures: Children, Inequality, and the Limits of Liberal Reform, by Richard H. deLone (258 pp. Harcourt Brace Jovanovich, Inc.; \$12.95). Reviewed by Jim Draper on page 22 of this issue. *Children might be an endangered species, deLone says, because the problems we bequeath them might defy solution.*



Organizational America, by William G. Scott and David K. Hart (272 pp. Houghton-Mifflin Co.; \$11.95). Reviewed on page 26 of this issue. *The authors show how large corporations have influenced education and explain why we must break out of the short-range corporate approach to solving problems.*

siderably less than they could earn in most equivalent endeavors in other fields.

Well, here's a book for all those dedicated toilers who are in it for the kids: *Children's Rights*.

Although unabashedly prejudiced in favor of expanding rights for kids, this collection of ten essays by the likes of lawyers, psychologists, educators, and bona fide children rarely succumbs to sappiness. It puts the plight and potential of children into historical, cultural, and international perspective.

One essay alone would be worth this book's surprisingly modest price: "Re-assessing Our Educational Priorities," by Burton L. White, currently director of the Harvard Preschool Project at the university's Graduate School of Education. White, in commendably lucid prose, presents the persuasive argument for early childhood education and for training couples in the art of parenthood. Remarkably, he goes beyond mere rhetoric and outlines specific, affordable ways local schools can initiate such programs. The main idea is that if children are nurtured in appropriate ways when they are very young, the chances are enhanced enormously that they'll excel later in traditional classes.

You won't agree with every proposition in this fine book. But, on the whole, you'll probably find plenty that you like. *Children's Rights* is worth the reading.

Essays and tales from Broca's Brain to Thomas's snail

BROCA'S BRAIN / By Carl Sagan / 347 pp. New York: Random House. \$12.95.

THE MEDUSA AND THE SNAIL / By Lewis Thomas / 175 pp. New York: The Viking Press. \$8.95.

This cocktail party you're attending is being dominated by the scientist sitting over there on the sofa, holding his audience in sway with bombastic attacks on U.F.O. freaks and religious dogmatists and with his knowledge of and enthusiasm for space and space exploration. Over in the corner sits a doctor who is talking quietly with one other person, telling him wittily outrageous stories about wild goldfish in New York City and the wonder of warts, pausing to explain why the hardiness of the human



species is cause for unabashed optimism.

Both of these men have new books out, both of these books are collections of essays—both of them worth the reading. The best way to explain how they differ is to say the books speak with different voices: Carl Sagan is the scientist on the sofa; Lewis Thomas is the optimist in the corner.

Sagan is as multifaceted as his credits, which range from distinguished achievements in astronomy to a Pulitzer Prize (for *The Dragons of Eden*) to his status as a frequent guest on *The Tonight Show*. He can be grating when he lowers his cannons on the gadflies of science and religion, devoting an entire chapter, for example, to mocking Norman Bloom, a man "who incidentally believes himself to be the Second Coming of Jesus Christ." This can be forgiven—or at least forgotten—when Sagan starts writing about what obviously is the object of his greatest enthusiasm: space—and the exploration of space through means that range from solar sailing to radar astronomy. He lists half a dozen or so planetary missions that the U.S. could undertake; he writes of Robert H. Goddard, the father of modern rocketry, as a genuine hero; he conjures wonderful speculations, such as the possibility that there are "around a million technical civilizations" in the Milky Way galaxy. The first sentence in the book's last paragraph says it best: "We are set irrevocably, I believe, on a path that will take us to the stars. . . ."

The half of the book that is devoted to space—along with certain other selections, such as his speculation on theories that say death experiences might be recollections of birth experiences—make *Broca's Brain* worth the trip.

No qualifications need be attached to

the recommendation for *The Medusa and the Snail*, a short and compact collection that doesn't make any missteps. Thomas respects the language, which he also writes about in "Notes on Punctuation" (a performance that contains one extraordinary paragraph (it launches 12 parenthetical asides (all of which close at the end of the paragraph (in a flurry of 12 parentheses)))). He also respects the durability and wonder of the human body—and all sorts of natural phenomena, from mental "notions" to the role of committees in society.

The title essay is about a species of sea slug (the snail) that has a jellyfish parasite (the medusa) attached near its mouth. The jellyfish produces offspring, as does the host snail; the jellyfish's offspring matures and captures the snail's offspring in its tentacles. The snail, however, is not digested by the medusa jellyfish and soon begins to feed on the young jellyfish from the inside. As the jellyfish is eaten, the snail inside of it grows until it is mature and until the jellyfish is nothing more than a "round, successfully edited parasite, safely affixed to the skin near the mouth." Here's how Thomas ends the essay:

"The thought of these creatures gives me an odd feeling. They do not remind me of anything, really. I've never heard of such a cycle before. They are bizarre, that's it, unique. And at the same time, like a vaguely remembered dream, they remind me of the whole earth at once. I cannot get my mind to stay still and think it through."

Read *Broca's Brain* before you go to that cocktail party and you, too, can impress people. Read *The Medusa and the Snail* some rainy afternoon and let Thomas impress you.

'Take out the trash, doctor'—the credential inflation

THE CREDENTIAL SOCIETY / By Randall Collins / 222 pp. New York: Academic Press, Inc. \$13.50.

More students than ever are being graduated from high school, earning master's degrees, getting doctorates. But don't cheer just yet.

All this increase in academic attainment might signify nothing in terms of who gets ahead and who doesn't. In fact, it is the assessment of Randall Collins, a sociologist at the University of Virginia, that the greater doses of

schooling swallowed by typical young people do only two truly notable things: (1) keep potential employees out of the work force longer than ever before, and (2) increase the influence of the bureaucracies that control higher education. According to this important and essentially cynical book, more education for the masses is no victory for equal opportunity, no triumph of universal public education. Much of higher education is the meaningless escalation of credentialism.

"Before you know it," a reader of this book might growl, "you'll need a Ph.D. to land a job as a bellhop."

Young people now must have more education to get jobs once available to people with considerably less schooling. That business manager's spot, once comfortably handled by a fellow with a high school diploma, now is open only to those with degrees in business administration. And don't blame the inflated requirements on technology, says Collins: Technology generally makes a job easier, not harder, to do. Besides, you don't learn much that is genuinely useful to your work until you actually get on the job.

So, what's going on? Well, that's what *The Credential Society*, with footnotes and references enough to make a dean dizzy, attempts to illuminate.

Collins contends that what's happening is this: Folks in power are using schools to freeze out everybody who's not a son of a burgher. That includes women, blacks—and you know the list. People now holding jobs with rising entry-level requirements are happy, because the inflated admission status translates into bigger salaries and fewer competitors. The people who run colleges and universities are delighted for obvious reasons, and those in control of elementary and secondary schools are willing to play along, because their institutions receive an inarguable excuse for existence—namely, to prepare kids for college. Even the downtrodden dupes don't really mind (at first). They get to be the first in their families to earn high school diplomas, college degrees, or fill in the blank.

The thing about this academic inflation, though, is that—like the price at the gas pump—it has to stop somewhere. Or does it?

Of course, it does, says Collins. He offers us an alternative dubbed "credential abolitionism." Unfortunately, such terminology is characteristic of much of his writing.

Collins has a lot to say that is important. Occasionally, he says it clearly and forcefully. Considering how most of his points are presented, however, you'd better read this book quickly—before you need a Ph.D. in sociology to figure it out.

America's preoccupation with the seat of learning

CORPORAL PUNISHMENT IN AMERICAN EDUCATION / By Irwin A. Hyman and James H. Wise, eds. / 471 pp. Philadelphia: Temple University Press. \$25.

Not long ago in Sweden, a law was passed that set the rest of the world atwitter. Parents were made subject to prosecution for spanking their kids—and the kids were empowered to press charges. Well, it can't happen here; that's for sure.

On this side of the Atlantic, in fact, taxpayers, teachers, school board members, administrators, and, especially, the majority of Justices on the U.S. Supreme Court think spanking is dandy. And if the paddling takes place in school, that's better still.

Such, at least, is the impression of our society to be derived from *Corporal Punishment in American Education*.

The cumulative effect of the 32 essays in this book is something akin to a crack

across the seat of learning. Expert after expert uncoils court cases, survey results, newspaper accounts, and virtually every other usually reliable implement to whip the message home: Disciplinary practices employed routinely in our schools are nothing less than ghastly.

The exhaustively documented picture—replete with ruptured buttocks, internal injuries, battered psyches—patently is biased. Just go to any classroom, administrative office, school board meeting: There's nary a child-assaulting monster to be found. Yet, the portrait this book produces is not entirely illusion.

Slobbering sentimentalists are not the only ones who worry that school personnel sometimes are overly eager to apply the unimaginative remedy of the rod. Corporal punishment, upheld by the Supreme Court in 1977 and sanctioned by 47 states, has a dangerous potential for escalating beyond what most citizens consider a therapeutic stroke. Paddling and related forms of physical punishment instill in children the desire for rebellion and retaliation as often as docility and good deportment. And in spite of pervasive use, long history, and general popularity, corporal punishment has been notably unsuccessful in curbing the incidence of classroom discipline problems.

The editors of *Corporal Punishment in American Education* likely approve of the Swedish law on spanking. Most North Americans probably would prefer to stop somewhat short of that solution. Somewhere between here and Stockholm must lie the answer.



Management advice: some pat, some pertinent

MANAGING YOUR SCHOOLS: What's Ahead / By Robert Olds / 96 pp. Arlington, Va.: National School Public Relations Association. \$9.95.

HOW TO CHANGE YOUR SCHOOL / By J. Lloyd Trump and William Georgiades / 70 pp. Reston, Va.: National Association of Secondary School Principals. \$1.15.

Managing Your Schools spells out ways school managers—both board members and administrators—can successfully deal with education trends in the near future. Author Robert Olds, who edits an education newsletter, writes in a conversational, easily understood man-

ner—a welcome change from the thick, frustrating jargon all too common in education management books. This concise book goes beyond tiresome theoretical treatise and offers concrete help: Olds quotes school managers from all over the United States to show how certain management techniques actually work. Although the book does not examine topics in depth, it covers an impressive range of important school management themes. For school officials in need of a quick review or a few new ideas, this is the book.

How to Change Your School is a paternal pat on the back for principals, and it offers this well-worn message: Take charge and make things work. Unfortunately, the book raises more questions for principals to ponder than it answers. The authors realize, however, that effective change depends on individual actors and situations, and the booklet suggests techniques for principals that come from the authors' participation in the Model Schools Project, a five-year program sponsored by the National Association of Secondary School Principals with financial support from the Danforth Foundation.

Noteworthy are the short addenda to each chapter. Titled "Some Possible First Steps," these short passages suggest specific actions or raise provocative questions for principals to consider before implementing changes in their schools. Often the kernels in these "first steps" are more valuable than the commentary in the chapters.

Two well-written books on the new illiteracy

LESS THAN WORDS CAN SAY / By Richard Mitchell / 224 pp. Boston: Little, Brown and Company. \$8.95.

THE GREAT AMERICAN WRITING BLOCK: Causes and Cures of the New Illiteracy / By Thomas C. Wheeler / 189 pp. New York: The Viking Press. \$8.95.

The widespread misuse of English in this country has spawned a new generation of critics. The latest two are English professors, and both are fine writers. What they have to say will spur you to make good, clear writing a top priority in your school.

In *Less Than Words Can Say*, Richard Mitchell continues his crusade against those who debase the language.



(Mitchell started the crusade in *The Underground Grammarian*, the much-publicized newspaper he edits and publishes monthly at Glassboro State College in New Jersey.) Mitchell skewers college presidents, teachers, bureaucrats, and administrators with quotations from their own ungrammatical, misspelled, imprecise, and obscure language. He castigates them, because their "insubstantial words, hazy and disembodied, have fled utterly from things and ideas." Such words, Mitchell says, not only disguise sloppy thinking, but they also damage our minds by actually preventing clear thought.

Where Mitchell is least persuasive (and most aggravating) is when he blames the whole mess on schools. Still, he makes several points: When a teacher writes "artical" for "article," "aloud" for "allowed" in a letter to a newspaper criticizing a reporter's poor writing, Mitchell asks: "If your physician's training in anatomy were as uncertain as this teacher's spelling, would you think it too trivial to worry about?" Wouldn't you, he continues, want to know who hires these people, where they come from, and what *else* they don't know?

In *The Great American Writing Block*, Thomas C. Wheeler picks on a villain other than elementary and secondary schools or television to explain the new illiteracy. "The university, by sanctioning objective testing, bears a terrible responsibility for the decline of writing in the United States," he declares.

When essay questions were dropped from college admissions exams, Wheeler claims, high schools no longer required students to write essays. Bad enough that the admission tests discourage writing, Wheeler says, but they are not objective either. He illustrates his point with some enlightening examples of test questions that confuse:

Students are asked to choose one "right" word when any one—or sometimes none—of the multiple choices is correct.

Wheeler's remedies: Forget about objective tests and the electronic gear required to grade them. Use the money, instead, for small writing classes of no more than 20, and encourage journalists and professional writers to join your teachers as aides in these classes.

Defining your role in curbing child abuse

CHILD ABUSE AND NEGLECT: A GUIDEBOOK FOR EDUCATORS AND COMMUNITY LEADERS / By Edsel L. Erickson, Alan McEvoy and Nicholas D. Colucci Jr. / 242 pp. Holmes Beach, Fla.: Learning Publications, Inc. \$9.95.

This is a fine book about a horrible phenomenon: child abuse.

As the title indicates, *Child Abuse and Neglect: A Guidebook For Educators and Community Leaders* zeros in on the ways schools can serve as pivotal agencies in combating the abuse and neglect of children. But rather than merely waving a red flag in the face of educators, the authors quickly move away from the alarming statistics and disquieting case histories and concentrate on specific advice and programs that schools successfully can adopt.

The authors stress that schools have not realized their full potential for cutting down on child abuse, because schools rarely have developed ways to work in conjunction with community social agencies. The thrust of much of the book, then, is identifying the proper response to the crime: when and how schools can act alone to deal with child abuse and when they should contact community health agencies for aid in these efforts.

Each school board, says the authors, must adopt a specific policy that spells out channels for reporting suspected cases of child abuse. (To aid in these efforts, the book includes model forms, which schools can adapt to their own needs.) The policy must include (1) definitions of child abuse and neglect, (2) a list of school personnel who are responsible for taking specific actions, and (3) guidelines indicating when community service agencies or police should be asked to intervene. To help schools

develop such a policy, the authors include a comprehensive sample policy currently used in the Denver schools.

Children are abused and neglected for a number of complex reasons, and the book offers strategies for handling individual cases. Teachers and administrators are understandably afraid of falsely accusing a parent of abusing a child, and the book describes methods that can reduce such fears. What's more, the book explains how educators can make sure that the school life of battered children is neither scarred with humiliation nor marred with pity.

The book's chief value is its positive approach to solving this problem. The authors conclude that schools can and must help combat child abuse, and they offer concrete suggestions to help board members achieve that goal. Although a number of fine books currently are available on this topic, this one definitely should be added to the library of every board member and administrator.

The task of tracking time takes time, too

EXECUTIVE TIME MANAGEMENT: Getting 12 Hours' Work Out of an 8-Hour Day / By Helen Reynolds and Mary E. Tramel / 174 pp. Englewood Cliffs, N.J.: Prentice-Hall, Inc. \$4.95 paper—\$10.95 hardcover.

If you're really interested in getting 12 hours of work out of an 8-hour day, you should dash right out and buy this book—for your secretary or administrative assistant.

The book's most valid timesaving tips involve your assistants, so your first task in the pursuit of more effective, efficient use of your workday should be to have one of them read the book and act on such suggestions as: Never handle a piece of paper more than once; have your name removed from junk mail lists; keep a dated tickler file to remind you of unfinished business that needs your attention.

As for the rest, the authors offer a plethora of suggested graphs, charts, lists, index cards, idea sheets, and "success plans" that only a masochist on sabbatical leave would ever attempt to complete.

The authors contend that the reason for all these preliminaries is to help you to eliminate superfluous paperwork: "Only by a full investigation and realization of how you use your time now

can you make better use of it in the future." Sounds reasonable. Their gimmicks for getting there, however, read like a prolonged course in what might be flippantly titled "597 slow-but-productive steps for the me-decade executive in search of eternal truth and everlasting time."

Muddling through all 174 pages will uncover some nuggets of commonsense advice. It's too bad that the search for them is such a time-consuming task.

Valuable ideas on declining enrollment and school closings

RISING ABOVE DECLINE / By Betsy Wachtel and Brian Powers / 197 pp. Boston: Institute for Responsive Education. \$4.50.

If you've emerged unscathed from a battle with the community over closing schools, you're lucky. But don't press your luck—if you must face this battle sometime in the future, read this fine little book.

Rising Above Decline shows how community groups with divergent viewpoints sometimes can work together to help meet the challenge of declining en-

rollment. The first chapter represents a scenario of a typical school system's response to declining enrollment. Following that are six case studies involving nine communities: Boston and Lexington, Mass.; Salt Lake City; Skokie, Ill.; Latimer and Lohrville, Iowa; and Berkeley, Palo Alto, and San Francisco, Calif. Most of these studies are written by journalists and show how school boards and community groups often were forced into sacrificing long-range planning for short-term "solutions." In all instances, the purpose is to examine the local decision-making process (with its political and technical complications) and to dramatize the common challenges both educators and lay people face: closing schools, reducing staff, saving money.

The final chapter presents a citizens' plan for action. It is directed to those "who want to be a part of the process of fitting schools to fewer students and . . . to citizens willing to do the community research and homework necessary . . ." to plan for declining enrollment. How can retrenchment beget educational opportunity? How can citizens participate? This book has many of the answers; read it for some valuable ideas on ways to handle declining enrollment and on the process of closing schools.

This history of schooling provides a look ahead

SCHOOLED TO ORDER / By David Nasaw / 303 pp. New York: Oxford University Press. \$13.95.

Youngsters who whine about having to study their history lessons usually do so because the texts are dry, tedious, loaded with seemingly irrelevant details, and filled with deadly prose on dead people and institutions.

David Nasaw's *Schooled To Order*, subtitled "A Social History of Public Schooling in the United States," contains all the classic elements of a history text, but when we tell you it's worth reading, please don't start whining. Today just might be the right time to examine the evolution of the public schools, and *Schooled To Order*—not completely witless—might be the book that'll start your examination.

Nasaw looks at three periods of reform for public schools: pre-Civil War, when Horace Mann and his followers tried to enroll all children in "common"





schools; the turn-of-the-century high school reform movement, which tried to deal with employment and class problems created by the maturation of the Industrial Revolution; and the post-World War II period of college expansion, which extended educational boundaries for many people.

Several important themes thread their way through Nasaw's ambitious work. The most ubiquitous is the recurring struggle among social and political leaders, businessmen, and community groups over what was and is to be taught in the public schools. Concludes Nasaw: "The public schools will . . . continue to be the social arena where the tension is reflected and the contest played out between the promise of democracy and the reality of class division."

Special ed. help: from the statehouse to the schoolhouse

REFORMING SPECIAL EDUCATION:
Policy Implementation From State Level To Street Level / By Richard A. Weatherley / 150 pp. Cambridge, Mass.: The M.I.T. Press. \$14.95.

IDENTIFYING CHILDREN WITH SPECIAL NEEDS: A Practical Guide To Developmental Screening / By Lee M. Joiner / 152 pp. Holmes Beach, Fla.: Learning Publications, Inc. \$9.95.

These two books should be of interest to administrators of special education programs as well as school board members.

Reforming Special Education examines the experience of educators and lobbyists in Massachusetts who worked in 1970 to implement Chapter 766, the Massachusetts Comprehensive Special Education Law. Author Richard A. Weatherley, a faculty member of the University of Washington, began conducting research about the ways teachers and administrators in Massachusetts planned to incorporate requirements of the special education law into their other responsibilities, but his book ends up identifying the problems and constraints educators encounter in attempting to reform a bureaucracy. Weatherley's perspective is political: He says laws designed to lessen inequality themselves might become vehicles for perpetuating the biases of our political system.

He examines three Massachusetts school systems, and seven schools within those systems, to determine if implementation of Chapter 766—and P.L. 94-142—actually resulted in fair and uniform treatment of handicapped children. What he found: Wealthier school systems can more easily incorporate special education in the regular school program; some special education requirements do little more than create extra work for school personnel; bureaucrats in charge of implementing laws for the education of handicapped children are victimized by their lack of time and personal biases.

Identifying Children With Special Needs addresses a different aspect of special education: how to develop an Individualized Educational Plan (I.E.P.) for each handicapped student. The book supplies administrators and teachers with step-by-step processes, from identifying children who require special programs to designing instruments to evaluate student work. Teachers will profit from a section outlining a program de-

signed to help parents become aware of early warning signs of handicapping conditions and their effects on children.

The last two chapters, both on evaluation, should be useful for special education administrators: The first deals with using children's drawings as an aid in diagnosing their handicaps, and the second lists and classifies many of the commercially produced instruments to measure abilities of special education students.

Ethnic studies in public schools: the argument against it

ETHNICITY AND THE SCHOOLS / By Daniel Selakovich / 147 pp. Danville, Ill.: The Interstate Printers and Publishers, Inc. \$5.95.

Amid the clamor for public recognition of nearly every identifiable (and some downright *unidentifiable*) ethnic group's history and culture, Daniel Selakovich's call for an *end* to ethnic studies in public schools is at least a refreshing change.

Selakovich, the son of a Yugoslavian immigrant, argues convincingly against applying the theory of ethnicity (emphasizing ethnic diversity) to public school curriculums. His reasons: (1) Schools have neither the money, the resources, the expertise, nor the time to deal with ethnicity; (2) ethnic studies tend to divert attention away from the real needs of minority children, which are to learn to read and write English; (3) ethnic studies tend to skirt the issue

of why certain groups still are outside the mainstream trying to get in; (4) official recognition of ethnicity tends to encourage segregation by emphasizing differences rather than similarities among students; and (5) ethnic studies can increase intergroup conflict by dividing students. His suggestion: Continue to teach *about* differing cultures, but treat ethnicity in the same way as religion is treated—as “an individual matter, an area of feeling and emotion and belief in which schools should not interfere.”

Selakovich's convictions might have carried more weight had he included more detail on how such culture studies could be developed and conducted at various grade levels. Instead, large chunks of the book are devoted to overviews of the now-familiar problems ethnic groups traditionally face in U.S. schools. The book also spends too much time on “brief histories” of the education of ethnics in America. It's amusing but hardly pertinent now to learn that “King James I asked the clergy of England to raise money ‘for the erecting of some churches and schools for ye education of ye children of these Barbarians of Virginia. . . .’”

Still, *Ethnicity and the Schools* is all for attempting to rein in certain education excesses: “. . . Schools cannot become the official guardians of all ethnic cultures. . . . Those who work in the schools have fulfilled their responsibility to ethnic minorities and to the society when they have taught every student enough so that he is not handicapped in making choices about his future. Ultimately, every individual should have . . . the freedom to decide if he wants to preserve or ignore his own cultural heritage.”

Preparing for the financial collapse of America

HOW TO PROSPER DURING THE COMING BAD YEARS / By Howard Ruff / 244 pp. New York: N.Y. Times Books. \$8.95.

The U.S. economy will burn itself out in a few years, predicts Howard Ruff, but you can shield your personal finances from the fire storm, he says, by following his advice: Pull your money out of stocks and plunge instead into diamonds and silver and gold coins, sell your urban or suburban house and move to a town of fewer than 100,000 inhabitants, and learn about survival techniques you

will need during the crunch: how to plant a garden, how to store enough food to last one year or longer, how to repair your house, car, and appliances. Keep some of your money in Treasury bills and short-term bonds for liquid assets with which to reenter the stock market after the crash, then invest your coins and diamonds in areas with growth potential.

Such is the long-term strategy for economic survival proposed by Ruff, the conservative economic forecaster whose “moral perspective” on finance has drawn national attention to his weekly newsletter, *The Ruff Times*, and has made this book a best-seller. Ruff, a Mormon and father of nine who lives in a California farming town, applies his philosophy of “economic ecology”—the idea that the economic environment comprises religion and ethics, sexual behavior, weather, and politics as well as traditionally recognized areas—to his prediction of an economic collapse.

Ruff's unique perspective makes the book fascinating reading as fact or fiction, although it probably contains elements of both. He constructs a scenario for the collapse: As inflation and taxes continue to rise, the dollar's value continues to sink, and foreign investors begin to pull their currency out of the largest American banks. The cities are hit first as the federal government defaults on Social Security, welfare, and unemployment compensation payments, and urban dwellers retaliate by

rioting and looting. The expensive suburbs collapse next, as their real estate values plummet. Only residents of small towns, he says, have any chance of hanging on.

The book's major fault lies with Ruff's myopic vision: He denounces the federal government as the sole culprit. And his book is long on prediction for failure and short on the specific financial advice he has promised: After more than 200 pages on recognizing the signs of financial failure and assuring your survival, Ruff offers only approximately 30 pages on “how to prosper.”

How to make the most out of school volunteers

VOLUNTEERS IN EDUCATION: Future Public Policy / Edited by John W. Alden / 153 pp. Alexandria, Va.: National School Volunteer Program, Inc. \$8.

Don't be put off by the title of this book; the “future public policy” reference belies its great practical value to local educators who want to establish or expand a school volunteer program. Readers so inclined will find in the book a wealth of information on topics such as volunteer activities, potential participants, program results and benefits, and cost-effectiveness data.

The meat of the book is contained in chapters one and four, which zero in on ways to strengthen services to students by calling on volunteers who in the past might have been ignored. Chapter one offers short vignettes to illustrate the new spectrum of school volunteers: No longer limited to room mothers, the new volunteers include parents joined by businessmen, professional men and women, older people, and students volunteering to help peers or younger children. The book also contains a useful section on the steps necessary to plan and establish a successful volunteer program. These steps are illustrated by examining four exemplary programs: the Boston volunteer program geared to assist the city's desegregation and career education plans; the Greater Miami program that includes businessmen in schools; the Roane County (Tennessee) program that uses volunteers in a small rural setting; and the Portland (Oregon) program that operates with a number of older volunteers.

Chapter four expands on the theme of recruiting volunteers and places special



emphasis on ways to increase the participation of young people. Mary Conway Kohler, executive director of the National Commission of Resources for Youth, and Bruce Dollar, her associate, make a strong case for volunteerism among the young as an antidote to alienation.

Not the least of the nuggets in this collection is an annotated bibliography, where you'll find further examples of programs you might want to emulate or adapt for use in your own schools.

Bargaining advice from a bargaining agent

BARGAINING / By Myron Lieberman / 333 pp. Chicago: Teach'em, Inc. \$18.95.

Years of practice and tradition might have prepared school board members to turn tough during a friendly game of poker, but few school board members have been prepared to win during the highly unfriendly game of collective bargaining. Numerous surveys conducted among school board members all indicate that collective bargaining is one of the most troublesome aspects of school board service.

Myron Lieberman's *Bargaining* contains no guarantees of management victory at the bargaining table, but it does offer help for those in public education who want to know more about the bargaining process. The advice could not come from a better source. As regular readers of the JOURNAL are well aware, the author is a foremost expert on the subject of collective bargaining in the public sector.

Lieberman never has shied away from controversy, and some of his opinions might rankle board members and administrators. Take, for example, the author's opinion of the management-team concept: He is all for giving middle management (read: principals) the *illusion* of power; *real* power, however, should remain in the boardroom and superintendent's office, he says. Boards are free to "sweet talk" middle management, he says, "if such rhetoric helps keep middle managers from flirting with unionism. . . . The difficulties arise when management goes beyond rhetoric."

The author is a professional negotiator, and his bias in favor of trained, *professional negotiators* shows. Lieberman advises board members to steer



clear of active participation in negotiations and to hire a professional negotiator. "Look at it this way," writes Lieberman: "Board members do not teach. . . . By the same token, they should not attempt to negotiate an agreement with their teachers." (The question that might occur to board members: Is \$18.95 just a tad expensive for a book about a process they shouldn't actively be involved in?)

The strongest aspect of *Bargaining* is that it clearly shows bargaining as a process that must be understood in three separate phases: before, during, and after. Lieberman takes great care to explain each phase and to discuss the pitfalls in store for school systems that are not thoroughly prepared.

Another installment in the saga of how to discipline kids

DISCIPLINE IN THE SCHOOLS: A Guide to Reducing Misbehavior / By Samuel M. Deitz and John H. Hummel / 270 pp. Englewood Cliffs, N.J.: Educational Technology Publications, Inc. \$14.95.

Teachers need all the help they can get in dealing with students' disciplinary problems. Adding to the growing stock of "discipline literature," Authors Samuel M. Deitz and John H. Hummel have prepared a well-conceived approach for educators who now are turning to that literature when all other attempts at maintaining decorum have failed. The focus is on methods: ten "behavior reduction procedures" that the authors say will be useful to anyone who reads the book. In presenting the procedures, Deitz and Hummel discuss the advantages and disadvantages of each one, give plenty of examples, and

outline step-by-step methods.

The book is divided into three sections: The first deals with issues in defining, identifying, and measuring misbehavior and in evaluating disciplinary programs. The second is the methods section; four of the ten procedures use what the authors call "aversive events," while the remaining six are designed to reduce misbehavior through positive teacher-student contact. The final section summarizes some of the implications and conclusions from the other chapters.

The book is aimed at teachers and principals in elementary and junior high schools. By dealing with behavior problems at this stage, the authors say, we ought to be able to prevent juveniles from committing more serious crimes when they reach adulthood.

The major problem with *Discipline in the Schools* is that it's laced with jargon that might be impermeable to some readers. The authors seem to have realized this, though, and include a glossary of their own terms.

Mexican-Americans: Schools change little, misunderstand much

MEXICAN AMERICANS IN SCHOOL: A DECADE OF CHANGE / By Thomas P. Carter and Roberto D. Segura / 436 pp. Princeton, N.J.: College Entrance Examination Board. \$9.95.

This detailed, comprehensive volume is chock-full of statistics, tables, and charts that enforce the authors' dismal conclusion: Mexican-American children do poorly in school, because schools fail to meet their educational needs.

Nothing new there, certainly. But in reporting their conclusion, the authors reject the common "cultural deprivation" argument as "little more than the traditional biological determinist position with modern trappings." Instead, they say, Chicanos fail to learn because "Anglo" schools ignore important cultural *differences* in their Mexican-American students. For example, most children from traditional Spanish-speaking families believe in man's working in harmony with nature, working for present needs, and humility; American schools, on the other hand, tend to emphasize man's mastery of nature, working for the future, and competition.

In view of such vast differences, it's

not surprising that the authors also find little has changed since *Mexican Americans in School: A History of Neglect* was published in 1970. (This update was undertaken to determine what improvements had been made in educating Chicanos.)

For one thing, the socioeconomic plight of Mexican-Americans is unchanged; as a group, they still are overwhelmingly poor and separated from the mainstream of American life. A more disturbing finding, however, is that new remedial and compensatory education programs added to schools in the last decade have failed young Chicanos—largely because they are based on “middle-class, Anglo” values. As a result, most Mexican-American children continue to have negative school experiences and dropout rates remain high.

Some minor advancements have been made—Spanish no longer is prohibited in many schools, for example, and plenty of federal money has been poured into efforts to reach Chicanos—but the authors fear that once federal money sources dry up, so will impetus to improve.

The book is admirably thorough in its discussion of the problem in the five southwestern states with large Chicano populations. As with most reports of this kind, however, precious little space is devoted to suggestion on how things might be changed.

You'll accept these opinions of federal policies on education

THE FEDERAL INTEREST IN FINANCING EDUCATION / Michael Timpane, ed. / 294 pp. Cambridge, Mass.: Ballinger Publishing Co. \$17.50.

If you think that federal policymakers don't have a clue about what kind of help state and local education agencies want or need, you're in for a shock. In this book, thinkers tapped by the Rand Corporation's Center for Educational Finance and Governance—policy analysts, researchers, and legislative aides—actually come up with some recommendations that *you* might have written.

Here's one you'll love, on ways the federal government might develop better cooperation with state education agencies: “Federal decision makers should focus their overriding policy

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Acropolis Books, Ltd., 2400 17th St. N.W., Washington, D.C. 20009. (Postage and handling: 75 cents per book.)

AMACOM (American Management Association) Trade/Publication Department, P.O. Box 319, Saranac Lake, N.Y. 12983. (Postage and handling for single copy orders: \$1.50; for multiple orders, postage and handling determined by parcel weight.)

Ballinger Press Co., 17 Dunster St., Cambridge, Mass. 02139.

Basic Books, 10 E. 53rd St., New York 10022. (Postage and handling: \$1 per book.)

College Entrance Examination Board, Publication Ordering Department, P.O. Box 2815, Princeton, N.J. 08541. (Drop shipments will be charged \$1 per address. Postage will be charged for billed orders under \$25.)

The Council for Exceptional Children, 1920 Association Drive, Reston, Va. 22091. (Orders of \$25 or less must be accompanied by payment. Quantity discounts: 10 or more, 20%; 50 or more, 25%.)

Delacorte Press, Dell Publishing Co., One Dag Hammarskjöld Plaza, 245 E. 47th St., New York 10017. (Postage and handling: 75 cents per book.)

Doubleday & Co., Inc., 501 Franklin Ave., Garden City, N.Y. 11530.

Dow Jones Books, P.O. Box 300, Princeton, N.J. 08540.

E.P. Dutton, Dept. L., 2 Park Ave., New York 10016. (Full payment must be included with order. Postage and handling: \$1.)

Educational Technology Publications, Inc., Englewood Cliffs, N.J. 07632. (Postage and handling of approximately \$1 per book will be charged on orders not accompanied by payment.)

Fearon Pitman Publishers, 6 David Drive, Belmont, Calif. 94002.

Gardner Press, 19 Union Square W., New York 10003. (Postage and handling: \$1.50.)

Greenwood Press, Inc., 51 Riverside Ave., Westport, Conn. 06880.

Harcourt Brace Jovanovich, Inc. Bookstore, 757 Third Ave., New York 10017. (U.P.S., \$1; New York state residents add 8%.)

Harvard University Press, 79 Garden St., Cambridge, Mass. 02138.

Houghton-Mifflin Co., 2 Park St., Boston 02107.

Institute for Responsive Education, Commonwealth Ave., Boston 02215. (Orders of 10 or more of same title receive 10% discount. One-time handling charge of \$1 plus fourth class postage.)

Interstate Printers and Publishers, Inc., 27 N. Jackson St., Danville, Ill. 61832.

Learning Publications, Inc., P.O. Box 1326, Holmes Beach, Fla. 33509. (Postage and handling: 85 cents.)

Little, Brown & Co., 200 W. St., Waltham, Mass. 02154. Attn: Customer Service.

Longman Publishing Co., 19 West 44th St., New York 10036.

McGraw-Hill Book Co., 1221 Avenue of the Americas, New York 10020.

Mediex, Inc., 21 Charles St., Westport, Conn. 06880.

The M.I.T. Press, 28 Carleton St., Cambridge, Mass. 02142. (Postage and handling: 75 cents for bookpost or \$1.25 for first class on prepaid orders.)

National Association of Secondary School Principals, 1904 Association Drive, Reston, Va. 22091. (Orders of \$10 or less must be accompanied by full payment. Virginia residents add 4% sales tax, or if exempt indicate exemption number. All bookstore orders must be prepaid. Shipping costs plus a \$2 handling charge will be added to all orders not prepaid. Orders not shipped Dec. 15-31.)

National Council of Teachers of English, 1111 Kenyon Road, Urbana, Ill. 61801.

National School Public Relations Association, 1801 N. Moore St., Arlington, Va. 22209. (Shipping charges added if order not prepaid.)

National School Volunteer Program, Inc., 300 N. Washington St., Alexandria, Va. 22314.

Nelson-Hall Publishers, 325 W. Jackson Blvd., Chicago 60606. (Postage and handling: \$1.)

New York Times Books, 3 Park Ave., New York 10016. (Postage and handling: 75 cents per copy. Up to five copies may be ordered at this rate. More than five copies must be ordered through Harper & Row, Industrial Park, Scranton, Pa. 18512.)

W.W. Norton and Co., 500 W. Fifth Ave., New York 10036.

Oxford University Press, 200 Madison Ave., New York 10016. (Handling charges: 75 cents plus postage.)

Parker Publishing Co., West Nyack, N.Y. 10994.

The Pilgrim Press, 287 Park Ave. S., New York 10010. (Orders under \$10 must be prepaid. Unless prepaid, orders more than \$10 will be charged varying postage and handling fees.)

Prentice-Hall Publishers, Attn: Mail Order, Englewood Cliffs, N.J. 07632. (Postage and handling: 50 cents per title.)

Random House, Inc., 201 E. 50th St., New York 10022. (Postage and handling: 75 cents.)

Teach 'em, Inc., 625 N. Michigan Ave., Chicago 60611.

Teachers College Press, 1234 Amsterdam Ave., New York 10027. (Postage and handling: 75 cents.)

Temple University Press, Philadelphia, Pa. 19122.

The Viking Press, 625 Madison Ave., New York 10022. (Postage and handling: 75 cents.)

concerns on four or five major educational grant programs and stop trying to act like a national school board in a variety of areas."

Or try this bit of wisdom about federal efforts to improve education in local school systems: "Remember that school district behavior is *inherently* variable. . . . Given this variability, the desire to obtain programmatic uniformity is misguided and often counterproductive."

Federal funds, say the authors, should be used to purchase technical assistance so that local school systems can work out solutions for their own specific circumstances. Staff development, according to the authors, is an appropriate way for the federal government to help local schools by supporting in-school programs and sabbatical leaves for teaching staff and by providing travel funds for teachers and school management personnel.

After analyzing the federal role vis-à-vis state departments of education and Washington's potential for promoting improved educational practices, the authors recommend future policy changes affecting the courts, the education and employment of teachers, and federal assistance to special student target groups, such as handicapped and disadvantaged children.

Ordinarily, such recommendations might be viewed as so much pie in the sky, but Congress already has responded to some changes this influential group has suggested. For that reason alone, this book is worth the time it takes to browse through its pages and see what is in the wind.

Managers need compassion and common sense

LEADERSHIP: What Effective Managers Really Do and How They Do It / By Leonard R. Sayles / 251 pp. New York: McGraw-Hill. \$12.95.

Even though business schools are bursting at the seams, too many of the better students, says Leonard R. Sayles in *Leadership*, are turning away from the idea of a management career. These superior students tend to see managers as people "who prefer power to accomplishment," people who aren't "doers." (Today's students, he says, would rather become "experts.")

Managers themselves, along with *business schools, innovative management theories, self-help management*



manuals, and even news media, have helped to cast management in an unflattering light through too much emphasis on the bottom line. The problem with all of them, according to Sayles, is that they tend to stress what managers *should* think and what they *should* achieve. The "real pay dirt"—*how to do it*—is usually omitted: "There's been too much emphasis on what the end result should be—not on how to get there."

Take, for example, management's magical, mythical quick fix for employee unrest: "The crystal-clear job description." Sayles says it's ludicrous for management to expect one simple definition "to write off all the difficult human problems of getting cooperation and coordination."

Sayles's philosophy is to replace—or at least support—work-flow charts, organization graphs, and always-changing employee manuals with a good measure of humanity and a liberal dose of common sense. Some of the questions he suggests that readers ask themselves show a healthy respect for both: Do you discourage subordinates from taking the initiative? Do you spend more time with your superiors than with your subordinates? Do you know when it's advantageous to bring your staff together for discussion and when it's better to talk with them individually? (If you answered No to any of those questions and still are wondering why you "don't get no respect," the time has come for you to crawl out from under your rock, says Sayles.)

The effective executive, according to Sayles, not only knows his job, those of his subordinates, and how they fit in the overall organization's reason for being, but he also has a healthy respect—as well as desire—for power. *Why* the executive wants power, however, can make the difference between an effective leader and someone who merely has a title.

The power hungry and politically savvy are always with us, but playing the organization game strictly according to Machiavelli is an idea whose time

passed along with the Medicis. Using that game plan, says Sayles, "works in a one-boss operation, in a few remaining political fiefdoms, but not in a complex institutional world."

We can hope he's right.

Evaluation guidelines for school principals

SCHOOL PRINCIPAL'S HANDBOOK OF EVALUATION GUIDELINES / By John Frank, Jr. / 251 pp. West Nyack, New York: Parker Publishing Company Inc. \$14.95.

Until recently, school principals evaluated program performance based on subjective criteria. In other words, principals made gut-level judgments based on what they saw happening in their schools.

Which is not a bad way to judge performance. But in this age of accountability, new quantitative measures are being demanded as yardsticks to gauge the success and failure of school programs. The result: Principals are under the gun to evaluate almost everything that moves in their schools.

They can relax. *School Principal's Handbook of Evaluation Guidelines* is another in a line of books from Parker Publishing that gives educators practical, easily applicable ways to solve common school problems. The book contains no academic debates over the merits of evaluation, but instead offers specific how-to information to help principals get the job accomplished.

Author John Frank Jr., gathered information from 25 school systems that currently are using formal evaluation programs. The book describes the cream of the crop: Programs that help principals identify appropriate evaluation techniques, develop a school evaluation model, become reasonably sure that all components of the school operation are being evaluated, involve all school staff, and promote evaluation as an integral part of the school curriculum and instruction program.

The book is nothing if not complete. Inside its pages are evaluation models, lists of instructional objectives, evaluation plan overviews. Frank takes the reader by the hand and walks him through any possible problems a principal might encounter in establishing an evaluation program. The result is readily accessible information that should be extremely useful.

Child rearing: Reality often curdles sweet reason

GROWING WITH YOUR CHILDREN / By Herbert Kohl / 322 pp.
Boston: Little, Brown, and Company.
\$8.95.

Gee, wouldn't it be great if kids were as sensible as Herbert Kohl thinks they are? And wouldn't it be swell if all parents were wise and understanding?

Trouble is, if this were so, Herbert Kohl would be in another line of work. At first blush, Kohl's *Growing With Your Children* appears to be reasonable and compassionate in its treatment of the problem of growing children, which it is. But a closer look at the advice offered—and the reality of what children are like—clearly makes something seem askew.

Kohl poses family problems, which he groups into secondary themes concerned with discipline, strength and violence, self-image, fairness and justice, and joy. He then offers examples of how parents can help to resolve conflicts. Kohl's solutions come from a melange of sources—lessons learned from his immigrant grandparents, his own parents, and current child-rearing philosophies. For example, when a child asks question after question, Kohl advises: "Be patient, make the answer as specific as possible and wait for the child to respond to your answer; listen carefully to the response . . ." and if you do not answer the question to the child's satisfaction, he says, "either rephrase the question, elaborate on the answer, or drop the issue."

Kohl's approach to most all problems with children seems equally reasoned. But what is not cranked into that formula is the simple fact that parents and children often are irrational beings. Parents work under stress from jobs, spouses, and other family members; children are confused by their own growth and change, seek advice from their peers as often as from their parents, and sometimes ask questions without really wanting an answer. When this reality is juxtaposed with the situations Kohl sets up, his advice becomes a series of bromides, not realistic solutions.

Nonetheless, the book is interesting reading; Kohl does deal with universal problems and his book might help readers to understand themselves and their children, if only by the realization that they are not alone in experiencing conflicts in some of the areas he mentions. But no book can tell people how to grow with their children, simply because individuals make cookbook formulas invalid.



Citizens involved in bargaining—no prescription here

OPENING THE DOOR / By Irving Hamer, Charles Cheng, and Melanie Barron / 194 pp. Boston: Institute for Responsive Education. \$7.50.

Taxpayers have an understandable interest in public school collective bargaining; ultimately, they pick up the tab. And more citizens are demanding a voice in what has been the exclusive concern of teacher unions and school boards.

Opening the Door describes a variety of approaches citizen groups in the U.S. are using to enlarge their role in educational collective bargaining. The book is based on research projects conducted in several cities by The Institute for Responsive Education. Four major sec-

tions of the book are devoted to citizen action in New York (one program) and California (three programs).

The most concrete plan comes from New York, probably because of that city's extensive experience in public sector bargaining and active citizen organizations. Here, for example, are guides for action proposed by a joint task force of the Public Education Association and the United Parents Association (both New York civic organizations): (1) Have the school board meet with parents and principals before negotiations begin to find out what both groups are thinking; (2) hold public hearings on proposed agreements before they are ratified; (3) have the school board issue "impact statements" that detail the potential effects of a proposed contract; and (4) encourage public groups to do their own research and analysis, independent of the board.

The remaining chapters of the book are case studies of community forums, awareness sessions, and seminars that educate the public about the bargaining process and that show citizens how they can band together to make their opinions known.

The book's excellent introduction recounts the history of citizen participation in collective bargaining in education, which should be useful background information, especially for new school board members. Subsequent sections, however, spend too much time on accounts of specific strikes and bargaining conflicts before outlining ways that citizen participation might have been productive. *Nowhere*, in fact, is it shown convincingly that such participation has been effective.

Black kids: shackled by labels applied in kindergarten

TEACHERS' PETS, TROUBLEMAKERS AND NOBODIES / By Helen P. Gouldner / 192 pp. Westport, Conn.: Greenwood Press. \$16.95.

Black teachers in all-black, urban elementary schools are largely to blame for the failure of many students to learn: That's the implication of *Teachers' Pets, Troublemakers and Nobodies*.

The book is based on a study in which researchers observed students—both in school and at home—from the time they entered kindergarten through the end of second grade at four all-black elemen-

tary schools in one city. (For comparison, students also were observed at two all-white, suburban schools in the same area.) What observers discovered in the urban schools—but not in the suburban ones—was a rigid classroom. After a short time in kindergarten—sometimes in as little as a week or two—teachers had grouped students into three categories: *teachers' pets* (the bright, verbal, active kids with middle-class tendencies, who received the lion's share of the teacher's time and attention); *troublemakers* (the rowdy few, who were disruptive and thus required constant reprimands from the teacher); and *nobodies* (the large majority of students, who were practically ignored by the teacher).

But the most dismaying finding of the research is this: Once "assigned" to a group, students rarely were moved forward or backward by subsequent teachers. So because kids tend to perform in the classroom at whatever level is expected of them, troublemakers and nobodies were caught in a downward spiral of nonachievement almost from the beginning of their school careers.

Illustrated with numerous vignettes from the three-year study, the book is an eye-opener for any school board member who worries about the academic achievement of minority students. Although the research on which the book is based is nearly a decade old, *Teachers' Pets, Trouble-makers and Nobodies* received the 1979 Educator's Award by the Delta Kappa Gamma Society International, which suggests that the conditions it reports still prevail.

Briefly noted . . .

CAMPUS SHOCK / By Lansing Lamont / 144 pp. New York: E.P. Dutton. \$8.95.

Think your high schools are in bad shape? Read Lansing Lamont's terse account of the seamier side of life at the nation's elite universities, and you might look back at campus activism of the '60s as the good old days. Some of the chapter titles tell the story: "Lost Civility"; "Crime at the Gates"; "Racial Distrust"; "Sexual Anarchy"; "Careerism, Tarnished Icon"; "Grade Frenzy"; "The Cheating Game"; "Ethics Befogged."

What's going on here, anyway? Lots, and probably not much that's different from what's happening at other less prestigious universities. Maybe college students travel in a faster lane in the Ivy



League, at Stanford, Berkeley, Michigan, and the University of Chicago, where Journalist Lamont conducted his 650 interviews. Then again, maybe this stuff happens all the time: Professors are more interested in careers than in their students; pressure is on blacks to cut ties to whites as the price of their acceptance by the black community; virginity creates a stigma; grade inflation is driving expectations up and emotions deeper into despair; term papers are bought and sold; important passages are torn from library books in short supply; tuition bills are soaring; drugs, drugs, drugs are everywhere. Does it sound a bit like an Archie Bunker view of what goes on at college?

Lamont does not pass judgment on college life today, nor does he try to compare it to campus life in previous decades—and that's to his credit. The book simply documents the extraordinary, unprecedented pressures on today's college students. The book is an eye-opener, although it does not, and cannot, answer the ambitious question Lamont poses at the outset: "Will the current crop of graduates, for all their undeniable talent, enrich or impoverish our future?"

THE UNABRIDGED WOMAN: A Guide to Growing Up Female / By Bobbie McKay / 103 pp. New York: The Pilgrim Press. \$5.95.

Counselors in your schools have a wide range of books from which to choose when they seek to help female students understand the roles that women (including the students' mothers) play and are expected to play in today's world. But that range is narrowed considerably when one wants a book that combines the maximum amount of information (about women as daughters, as mothers,

as wives, as victims of guilt, as persons) with the minimum amount of stridency. *The Unabridged Woman* is well within the range.

Starting with an explanation that women today are in a more difficult position than they were before the women's liberation movement (50 years ago, for example, few people challenged the traditional roles of women) or during the '60s (when there was a united effort to change traditional thinking), *The Unabridged Woman* examines and offers insights into women's relationships with their fathers, mothers, children, husbands—and themselves.

Author Bobbie McKay, an ordained minister who's also a psychologist in private practice, writes in a style that is direct, sincere, and refreshingly free of jargon. The book's most effective device is linking McKay's explanations with anecdotal material about, and quotes from, the women with whom she has worked.

For females—high school students or adults—*The Unabridged Woman* has the ring of authenticity.

ALTERNATIVE SCHOOLS: IDEOLOGIES, REALITIES, GUIDELINES / By Terrence E. Deal and Robert R. Nolan / 350 pp. Chicago: Nelson-Hall Publishers. \$16.95.

Alternative schools—sometimes called schools-within-schools, street academies, community schools, schools-without-walls—are explored in depth in this collection of essays and articles. Nolan, a principal of an alternative school in California, and Deal, a former principal who now is on the faculty of the Harvard Graduate School of Education, have included an array of viewpoints that reach from John Dewey to Mortimer Smith of the Council for Basic Education.

The first part of the book discusses theories that form the basis for alternative school curriculums and structures. The second part profiles a number of alternative schools that have existed throughout the U.S. in the past several years—schools in Chicago, Palo Alto, Calif., Albany, N.Y., Newton, Mass., and Roslyn, N.Y. A third section presents guidelines for establishing and maintaining an alternative school in any school system.

The book is a valuable tool both for administrators and teachers interested in setting up an alternative school and for those seeking to evaluate their schools' programs. The third section is especially useful. Included: a study of the kinds of students who choose alternative schools, and articles on evaluating, staffing, funding, governing, and making decisions about alternative schools.

Courts clarify holiday conflicts

By M. Chester Nolte

NOW that the holiday season is upon us, school board members ought to take a second look at their policies governing religious programs and observances in schools. School systems that allow Christmas carols and religious plays to become a part of Christmas assemblies sometimes become the targets of lawsuits based on the argument that such practices violate the constitutional separation of church and state.

Although legal outcomes in such cases are dependent on individual circumstances, at least one federal judge has ruled that schools still may present holiday assemblies that include religious art, literature, and music as long as they are presented in a *prudent and objective manner*.

Christmas assemblies in Sioux Falls (South Dakota) schools—as in many North American school systems—are a traditional part of holiday activities. But during Christmas 1977, two Sioux Falls kindergarten classes rehearsed, memorized, and performed for parents a Christmas assembly that contained this exchange:

Teacher: Of whom did heav'nly angels sing/And news about His birthday bring?

Children: Jesus

Teacher: Now, can you name the little town/Where they the baby Jesus found?

Children: Bethlehem

Teacher: Where had they made a little bed/For Christ, the blessed Saviour's head?

Children: In a manger in a cattle stall

Teacher: What is the day we celebrate/As birthday of this One so great?

Children: Christmas.

After a parent complained about this discourse, the school board and the superintendent set up a citizen committee to study the school system's policy on religious observations and to draw up specific guidelines. The committee held public hearings, formulated a policy (see accompanying story), and presented it to the board. The board

then adopted the policy in December 1978.

But some parents still were not satisfied. They claimed the policy violated the First Amendment and asked the court to declare the policy unconstitutional. In addition, these parents also asked the court to instruct school officials "that all Christmas assemblies must be absolutely and irrevocably secular" in nature.

In an opinion handed down in February, a federal district judge upheld the board's new policy but ruled that the kindergarten assembly of 1977 was, indeed, unlawful. "The new policy . . .," the judge wrote, "properly administered, would not permit the presentation of such a program because the treatment of religious subjects in that instance was neither prudent nor objective."

The judge also outlined the three-part test courts use in determining whether practices such as Christmas assemblies are constitutional:

"First, the /school activity/ must have

a secular purpose; second, its principal or primary effect must be one that neither advances nor inhibits religion; finally, the /activity/ must not foster 'an excessive government entanglement with religion.' "

Admitting that the Sioux Falls case was "close," the judge noted that had the schools' policy violated any section of the three-part test, the policy would be unconstitutional. If not, the board was in the clear. Here's what the judge had to say on each of the three parts:

Secular purpose. "Religion has become integrated into our national culture and heritage. To allow students only to study and not to perform such works when they have developed an independent secular and artistic significance would give students a truncated view of our culture." Music without sacred music, architecture without the cathedral, or painting without the scriptural themes, the judge reasoned, would be eccentric and incomplete, *even from a secular point of view*. According to

(Continued on page 52.)

Model policy on holiday fetes

Here's part of the policy developed by a citizen committee for Sioux Falls (South Dakota) schools to govern the observance of religious holidays. Although the policy has been upheld by a federal judge, a case against it has been filed by the American Civil Liberties Union, which called the judge's reasoning, "the epitome of ethnocentrism."

"The practice of the Sioux Falls School District shall be as follows:

"1. The several holidays throughout the year which have a religious and a secular basis may be observed in the public schools.

"2. The historical and contemporary values and the origin of religious holidays may be explained in an unbiased and objective manner without sectarian indoctrination.

"3. Music, art, literature, and drama having religious themes or bases are permitted as part of the curriculum for school-sponsored activities and programs if presented in a prudent and objective manner and as a traditional part of the cultural and religious heritage of the particular holiday.

"4. The use of religious symbols such as a cross, menorah, crescent, Star of David, creche, symbols of Native American religions, or other symbols that are a part of a religious holiday is permitted as a teaching aid or resource provided such symbols are displayed as an example of the cultural and religious heritage of the holiday and are temporary in nature. Among these holidays are included Christmas, Easter, Passover, Hanukkah, St. Valentine's Day, St. Patrick's Day, Thanksgiving, and Halloween.

"5. The school district's calendar should be prepared so as to minimize conflicts with religious holidays of all faiths."

M. Chester Nolte, a foremost authority on school law in the U.S., writes frequently for the JOURNAL.

After the music program went flat, these parents orchestrated a

By Wandalyn Rice

LOCAL newspaper reporters waggishly call the Suzuki violin program in Arlington Heights (Illinois) District 25 the "tiny hands and tiny violins program," but parents invariably beam with pride. They should: In this school system, parents have formed and now operate a nonprofit corporation that works with the school system to provide music instruction for their children.

Miniature violins are the hallmark of the "Suzuki method" of string music instruction, a system developed by Shinichi Suzuki, a Japanese musician. The basis of the program is to teach children, even those too young to read or count, to play a stringed instrument by a method that combines rote memory, imitation, and praise. Older students—and in Suzuki's system "older" means six or seven years old—are taught music theory and, eventually, note reading. But by that time, most students have an impressive array of tunes at their disposal. As one parent involved in the program says: "By the time they find out what they are doing is hard, they already know how to do it."

The Suzuki method still is subject to some controversy among music educators, but District 25 adopted it early, hired trained Suzuki teachers, and watched as the program captured the imaginations of the school system's predominantly white, middle-class families. By 1971, the system was spending \$100,000 on the music program, including both a Suzuki and a junior high band program.

Then a tax rate referendum was defeated; the ax fell on the music program. The District 25 school board eliminated the entire music program from the budget, along with the junior high French language program. Other areas were cut drastically. District 25

Superintendent Donald Strong, who recommended the cuts, says: "We were too broke to keep everything."

Announcement of the cuts resulted in a series of predictably stormy board meetings, at which angry parents demanded that the school board restore their favorite programs. By far the largest and most vocal group was parents with children in the music program. The angry parents proposed that the school system should maintain the program by charging student fees for music instruction.

Patiently, school system officials explained that after discussing the matter with their attorneys, it was determined that such a program would be illegal under Illinois law. Reason: The school system could not charge fees nor could it provide school time and space to a private group that charged fees. Superintendent Strong called for developing a program "that is both creative and legal."

Music for Youth provided the solution. The group, headed by the disgruntled music parents, formed a nonprofit corporation and announced that it would offer music instruction to the school system's students on a "donation only" basis. That meant families with children in the program would be asked to donate a certain amount of money, but that any child in the system would be eligible whether his family donated or not. A local music store announced that it would make the donations for needy children, and the school system agreed to give rent-free instruction space and to release children from class for lessons.

In the years since the program was founded, the line between donations and tuition sometimes has been difficult to maintain. James Mally, this year's president of Music for Youth, says: "Probably if you asked most parents, they would say they are paying tuition." And yet, mostly because of the constant insistence of school system officials, the distinction has been made and main-

tained. Every year, several children take the music lessons with no donation being made on their behalf.

The first year, Music for Youth took over operation of both the Suzuki string program and the band program. Then, as District 25's fortunes improved, the system restored the band program and began paying annual subsidies to the parents' group as part of a "purchase of service" agreement. Strong says the number of children in the Suzuki program dropped sharply at first, probably because of the call for donations, but stabilized at about 150 pupils—even as the system's overall enrollment dropped from 9,600 in 1971 to fewer than 5,500 today. "The numbers are down [from 1971], but they get more kids who stick with the program. They've lost the ones who might take a flyer for a few weeks on a district-run program," Strong says.

This year, Music for Youth has a budget of \$28,000, with less than half, \$12,500, being donated by the school system. Suggested donations for families are \$57 for the first child, \$52 for the second, and \$45 for the third—up from \$30 the first year. Children are released from class for one 30-minute lesson a week and meet every two weeks after school for a repertory group. The weekly lessons are limited to no more than four children, although as many as 70 or 80 at the same skill level might meet for repertory. Music for Youth employs one full-time and two part-time teachers. Children perform in concerts and for civic organizations to help promote the group, and they also visit the high school orchestra rehearsals for inspiration.

Over the years, parents involved in Music for Youth have learned to run the program—and the nonprofit corporation—by trial and error. Linda Cesario, a parent active in Music for Youth since 1974 and president last year, says: "To make it work, you must have 8 to 10 percent of parents with kids in the program who are willing to do more than pay donations. You need parents to be

Wandalyn Rice is an education reporter and free-lance writer in Arlington Heights, Ill.

nonprofit corporation to restore harmony

officers, and you need someone experienced in tax matters and someone with a music background."

Recruiting parent volunteers for the program is no simple task. Each fall, teachers put on a violin demonstration in each school, and a note is sent home with those children who express an interest in learning how to play. A parent coordinator follows up with telephone calls to the families of interested students and invites them to an evening, systemwide demonstration. Then each spring the process is repeated. In one year, Cesario made 350 telephone calls to interested parents.

Another major challenge for Music for Youth organizers is hiring qualified teachers for less money and fewer benefits than they might earn elsewhere. "We try to use the school system's salary schedule as a guideline," Cesario says, "but the only way we can pay them is to anticipate how much revenue we'll have and figure from that. We give them as much money as we have."

Cesario says the group has been fortunate in hiring dedicated teachers who are willing to keep the program going and who enjoy their relative independence from bureaucratic schedules. "The parents are the hands in the program, but the teachers are the heart. With the wrong teacher, we'd just fold," she says.

Superintendent Strong says the school system always has kept a close eye on the program's teachers and has been quick to talk to Music for Youth officials about problems. "We feel free to express our concerns about any part of the program," he says, "and the real test of the organization's strength is the ability of the parents to deal with problems as they arise."

Both Strong and the organization's parent leaders agree that the program works only as long as communication channels stay open, both at the school system level and in each building where students' schedules must be coordinated. Cesario says, "Superinten-

dent Strong's support of the program is important, because—let's face it—we're kind of a nuisance in the buildings. The students make noise, and we need help with scheduling. The whole thing is so tenuous that it's amazing that it works."

All the potential headaches can be wrapped up with a rhetorical question posed by Cesario: "Why do we bother? Well, I can't think of a program that offers more to young children. If you're

concerned with their fine motor coordination, self-worth, and cultural interests, there's nothing better than a program like this."

Strong sees additional benefits: "A program like this develops a nucleus of parents who are concerned about their children's education and who take time to demonstrate their concern. Students get the chance to see their parents doing something they all care about and believe in—and that's not bad." □

Notes on saving music

If your school system is short of money, and if the success of the Music for Youth program in Arlington Heights (see accompanying story) sounds like something that might work for you, consider these guidelines offered by the parents and educators involved in Music for Youth:

Before you go to an outside program, make sure you really can't afford a program run by the school system. Arlington Heights (Illinois) District 25 Superintendent Donald Strong says, "If a program like this is going to work, the school system has to be strongly in favor of music education and frustrated by its inability to provide it."

Make sure the parent group gets sound legal advice when it organizes. Former Music for Youth President Linda Cesario says: "Make sure the parents know how to organize and file to become a nonprofit corporation. A school system could even let their own attorneys help parents with some of this work."

Check your own state laws on the question of fees versus donations. District 25's attorneys advised the school system to avoid any program

involving tuition. Make sure you know what kind of payment plans your state law allows.

Be prepared to offer financial assistance if needed and if your system's budget allows. Cesario says, "The school board has to understand how tenuous running such a program is and be ready to offer a regular subsidy and extra help if the program needs it. We got in trouble last year because a blizzard cut down our fundraising efforts. The board had made provisions for such an emergency and was able to give us some help."

Make sure building principals know you are committed to the program, and maintain close ties with principals. Strong says: "It takes open communication and a high level of trust to make a program like this work. Once that communication stops, the program is in trouble."

Require annual financial statements from the group—a necessity in these scandal-ridden days.

Retain the option of shutting down the program. "If it isn't a quality program, the school system must reserve the right to halt the school system's involvement until it's modified satisfactorily," says Strong. — W.R.



Rebuttal:

Don't hire architects for a fixed fee

By James G. Rothschild

A RECENT article in this publication has the potential, in my opinion, to do great harm to those individuals and organizations it was intended to help (see *Hire architects for a fixed fee, not a percentage of building cost*, August). The article's main thesis: Money can be saved when an architect is paid a fixed fee instead of having his fee based on a percentage of the building cost, because an architect receiving a "percentage" supposedly has no incentive for doing what he can to keep costs down. Here's my rebuttal to several points in the article:

1. There clearly is no magic formula that can reduce the cost of a project as radically as was suggested in the article without reduction of building quality. It is an unfortunate fact of life that permanent, low-maintenance material generally is more expensive than material subject to easy damage and frequent repair. In an inflating economy, it is almost always true that an owner will save money over the useful life of the building by making the larger investment and by undertaking construction with permanence in mind.

To suggest, as the article does, that a "savings" of \$17 per square foot was brought about by "strengthening the relationships among school district, architect, contractor, and subcontractor; making sure all the costs are understood by all parties; and making good the well-worn maxim, 'A penny saved is a penny earned'" is ludicrous in the extreme. Even if the architect worked for free and the general contractor and subcontractors worked without profit, I don't believe such a savings normally could be generated.

2. There is valid reason for each of the steps in the tried and true method of school building construction. An architect is commissioned for a fee based on

a percentage of the construction cost because such commissions are long-term in nature and because an architect's costs—just as those of any other business—are at the mercy of our wildly inflating economy. And, just like any other business, an inflation factor must be built into the agreement to protect the individual providing the service.

In addition, many states require the use of percentage fees for projects built using state funds; the percentages are established by a sliding scale of construction costs. To answer the complaint that this fee is "a percentage of an unknown": Use American Institute of Architects' Form B141 (Standard Form of Agreement Between Owner and Architect). Paragraph 3.2.4 requires that if a project has a fixed budget, the architect must redesign the building to bring the project within the fixed budget. So: By establishing a fixed budget, you can establish a fixed upper limit on the architect's percentage fee.

3. The statement that "not even the contractor's bid figure is solid because the figure usually is a lump-sum estimate" is nothing short of dead wrong. By submitting his competitive bid, the contractor has legally obligated himself (upon acceptance of his bid by the owner) either to sign a contract agreeing to build the project as drawn and specified or to forfeit his bid bond—an act with dire consequences for any contractor.

Once the contract is signed, neither the contract amount nor the building may be changed one iota from the contract's requirements without the owner's permission. Any miscalculations in bidding are the sole financial responsibility of the contractor. There can be no "cost overruns" without the owner's agreement, and there can be no "shoddy workmanship" without the architect's acquiescence.

4. The basis for any successful round of competitive bidding for a construction contract is a sound, easy-to-understand, complete set of bidding documents (drawings and specifications). The concept of receiving bids before

drawings are completed is completely foreign to sound professional practice. Because the bidders on the project described in the August JOURNAL had to guess what was required of them should they get the job, it's no wonder bids were high and far apart. The purpose of preparing drawings and specifications is to eliminate the need for a "fudge factor" or "padded . . . figures."

5. The concept of a public body using public funds to hire a building contractor without competitive bidding is *illegal* in many states. Not to warn readers is to expose them potentially to catastrophic fiscal damage.

6. In any cost-plus-fixed-fee arrangement, the only thing that is fixed is the contractor's fee (overhead and profit). A "maximum cost ceiling" is only valid in that the contractor is required to provide what is spelled out in the drawings and specifications for a figure equal to the guaranteed maximum. This is the same condition that is achieved as the result of competitive bidding. Anything the owner wants to add to what the specifications require will, in either case, require an increased expenditure—whether you call it an increase in the lump-sum amount or an increase in the guaranteed maximum.

7. The natural effect of a "performance incentive" is that the contractor will, at every opportunity, use cheaper materials and less qualified mechanics than those normally employed for the work. Only the architect can maintain quality standards. Large amounts paid out in "performance incentives" generally indicate that the architect's drawings and specifications did not initially reflect reasonable economy or that he allowed the contractor to reduce quality standards.

8. Even a stripped down, poor quality, high maintenance building looks good when new. But move the clock ahead five or ten years and then measure the school superintendent's satisfaction. I believe his enthusiasm will be diminished. The old adage, "You get what you pay for," still is valid. □

James G. Rothschild is an architect with the Kenneth F. Weimer architectural firm in Richmond, Va.

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 B. ☐ Board Member E. ☐ Business Mgr. H. ☐ Architect
 C. ☐ Superintendent F. ☐ Principal I. ☐ Other

Name (please print)

School District

Street Address

City State Zip

Area Code/Telephone

Send me information on how to buy:

- | | |
|---|--|
| <input type="checkbox"/> Administrative Systems/
Recordkeeping | <input type="checkbox"/> Food Service |
| <input type="checkbox"/> Athletic, Gym, Playground | <input type="checkbox"/> Heating, Air Conditioning
(12-mo.) |
| <input type="checkbox"/> Audiovisual | <input type="checkbox"/> Insurance |
| <input type="checkbox"/> Career Education | <input type="checkbox"/> Maintenance |
| <input type="checkbox"/> Classroom Equipment/Furniture | <input type="checkbox"/> Music |
| <input type="checkbox"/> Curriculum | <input type="checkbox"/> Security/Fire Protection |
| <input type="checkbox"/> Flooring | <input type="checkbox"/> Transportation |
| | <input type="checkbox"/> Wall Systems |

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- ☐ Board member ☐ Principal
☐ Superintendent ☐ Other

Your name (optional)

School district name and address (optional)

My vote in this month's BALLOT BOX is:

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91	92	93	94	95	96	97	98	99	100	101	102	103	104	105
106	107	108	109	110	111	112	113	114	115	116	117	118	119	120

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Name (please print)

School District

Street Address

City State Zip

Area Code/Telephone

Send me information on how to buy:

- | | |
|---|--|
| <input type="checkbox"/> Administrative Systems/
Recordkeeping | <input type="checkbox"/> Food Service |
| <input type="checkbox"/> Athletic, Gym, Playground | <input type="checkbox"/> Heating, Air Conditioning
(12-mo.) |
| <input type="checkbox"/> Audiovisual | <input type="checkbox"/> Insurance |
| <input type="checkbox"/> Career Education | <input type="checkbox"/> Maintenance |
| <input type="checkbox"/> Classroom Equipment/Furniture | <input type="checkbox"/> Music |
| <input type="checkbox"/> Curriculum | <input type="checkbox"/> Security/Fire Protection |
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- ☐ Board member ☐ Principal
☐ Superintendent ☐ Other

Your name (optional)

School district name and address (optional)

My vote in this month's BALLOT BOX is:



schools; the turn-of-the-century high school reform movement, which tried to deal with employment and class problems created by the maturation of the Industrial Revolution; and the post-World War II period of college expansion, which extended educational boundaries for many people.

Several important themes thread their way through Nasaw's ambitious work. The most ubiquitous is the recurring struggle among social and political leaders, businessmen, and community groups over what was and is to be taught in the public schools. Concludes Nasaw: "The public schools will . . . continue to be the social arena where the tension is reflected and the contest played out between the promise of democracy and the reality of class division."

Special ed. help: from the statehouse to the schoolhouse

REFORMING SPECIAL EDUCATION: *Policy Implementation From State Level To Street Level* / By Richard A. Weatherley / 150 pp. Cambridge, Mass.: The M.I.T. Press. \$14.95.

IDENTIFYING CHILDREN WITH SPECIAL NEEDS: *A Practical Guide To Developmental Screening* / By Lee M. Joiner / 152 pp. Holmes Beach, Fla.: Learning Publications, Inc. \$9.95.

These two books should be of interest to administrators of special education programs as well as school board members.

Reforming Special Education examines the experience of educators and lobbyists in Massachusetts who worked in 1970 to implement Chapter 766, the Massachusetts Comprehensive Special Education Law. Author Richard A. Weatherley, a faculty member of the University of Washington, began conducting research about the ways teachers and administrators in Massachusetts planned to incorporate requirements of the special education law into their other responsibilities, but his book ends up identifying the problems and constraints educators encounter in attempting to reform a bureaucracy. Weatherley's perspective is political: He says laws designed to lessen inequality themselves might become vehicles for perpetuating the biases of our political system.

He examines three Massachusetts school systems, and seven schools within those systems, to determine if implementation of Chapter 766—and P.L. 94-142—actually resulted in fair and uniform treatment of handicapped children. What he found: Wealthier school systems can more easily incorporate special education in the regular school program; some special education requirements do little more than create extra work for school personnel; bureaucrats in charge of implementing laws for the education of handicapped children are victimized by their lack of time and personal biases.

Identifying Children With Special Needs addresses a different aspect of special education: how to develop an Individualized Educational Plan (I.E.P.) for each handicapped student. The book supplies administrators and teachers with step-by-step processes, from identifying children who require special programs to designing instruments to evaluate student work. Teachers will profit from a section outlining a program de-

signed to help parents become aware of early warning signs of handicapping conditions and their effects on children.

The last two chapters, both on evaluation, should be useful for special education administrators: The first deals with using children's drawings as an aid in diagnosing their handicaps, and the second lists and classifies many of the commercially produced instruments to measure abilities of special education students.

Ethnic studies in public schools: the argument against it

ETHNICITY AND THE SCHOOLS / By Daniel Selakovich / 147 pp. Danville, Ill.: The Interstate Printers and Publishers, Inc. \$5.95.

Amid the clamor for public recognition of nearly every identifiable (and some downright *unidentifiable*) ethnic group's history and culture, Daniel Selakovich's call for an *end* to ethnic studies in public schools is at least a refreshing change.

Selakovich, the son of a Yugoslavian immigrant, argues convincingly against applying the theory of ethnicity (emphasizing ethnic diversity) to public school curriculums. His reasons: (1) Schools have neither the money, the resources, the expertise, nor the time to deal with ethnicity; (2) ethnic studies tend to divert attention away from the real needs of minority children, which are to learn to read and write English; (3) ethnic studies tend to skirt the issue



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Query: How do you handle convention trips?

Board members who travel to education conventions are likely to encounter praise from some quarters and skepticism from others. School administrators, for example, might be enthusiastic about your attendance, hoping you'll come back from the meeting with ideas on how to improve school programs; community members, on the other hand, might criticize your trip as a "junket" at the public's expense. The JOURNAL wants to know what you think about convention trips; hence, this month's *Ballot Box* question: "How should school boards handle the controversy surrounding members' convention trips?"

From one of the lettered choices listed in the subsequent paragraphs, select the answer that most clearly reflects your opinion, and mark the corresponding letter on the postage-paid card facing page 42. Please select only one answer, but add your comments in the space provided on the card. We'll publish the results in the February JOURNAL.

A. Don't worry about public reaction: Trips to state and national conventions should be part of the board's ap-

proved budget, and members should take advantage of them. Meeting with board members who have grappled with the problems your board now is facing can only make you a better informed and more effective school leader. Go to conventions and worry about the heat—if any—when you return.

B. Before heading off to any convention, boards should hold public meetings to find out how the community feels about the trip. If the trip is approved, be sure to follow all board guidelines closely: Fly tourist class, keep detailed records of all expenses, and

don't ask the school system to pay for accompanying spouses.

C. Before attending any convention, board members should draw up a formal document stating what will be accomplished by attending the convention and should present this document to the board as a whole. Upon return, each board member should make both oral and written reports of the experiences.

D. Stay home. Board members are supposed to spend their time on local school issues. Conventions are nice, but they're unlikely to help board members in any concrete way.

How to vote

It's important, free, and easy. And it makes your opinion count with school leaders from across the U.S. and Canada. Here's how to vote: Locate the *Ballot Box* section at the bottom of the reader reply card on page 43. Mark your choice by letter, detach the card, and drop it in the mail—we've paid the postage. You need not sign your name, but please check the appropriate box in order to identify yourself as a school board member or administrator. If you care to, write a comment or two across the ballot. We'll tally your votes and publish the collective opinions of readers on the question in the February JOURNAL.

Finding: Don't discard Social Security

School employees shouldn't drop out of the federal Social Security system; instead, they should push for improvements in the system that now exists. That's the opinion of most readers who responded to our October *Ballot Box* question.

The largest number of respondents—46 percent—say the Social Security system is worth preserving if changes are made. "We have too much invested in Social Security to abandon it now," says an Illinois board president. The most frequently mentioned reform: Limit Social Security benefits to retirees only.

A Wisconsin board member, for example, says: "I think all people—including federal employees—should contribute to Social Security. But the fund should be used only for retirement."

Another reader agrees: "Social Security should be for retirees only. All other present benefits for persons under age 62 should be operated under the federal welfare system." And from a Montana superintendent: "We all have a responsibility to the retired and the near-retired. But too many things have been added to Social Security to keep it adequately funded at the present rate."

Thirty percent of respondents say school employees *should* drop out of Social Security if it can't provide the best possible benefits: "We have discussed withdrawal from Social Security," says a Kansas superintendent. "We, too, believe that there must be something better, now that combined costs exceed 12 percent." Another reader says: "Schools should get out of Social Security and into good, solid pension

plans."

Fifteen percent of readers responding to the question say school systems have an obligation to continue contributing to the Social Security system, so that current retirees can collect the amounts owed them. "The system is dependent on future workers continuing to carry the load," says one reader. "If we let down those who are retiring now, who can blame others for turning their backs on us when our time arrives?"

Only 9 percent of readers say school employees should stay in the Social Security system but also should receive counseling on investment possibilities.

One superintendent expresses his opinion on the Social Security system this way: "Public educators in our state aren't covered by Social Security. And I hope we *never* will be forced to join." □

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Hawaii's school funding, Part II

By Hiroshi Yamashita
President
National School Boards Association

Last month I sketched Hawaii's unusual state funding plan for public education. This month, in answer to questions, I'll outline briefly the way in which the state's single school system is governed.

The Hawaii Department of Education is administratively responsible for the state's 227 public schools. The school system is organized into seven districts, each led by a district superintendent and each with an appointed School Advisory Council to advise the board of education.

The nine-member elected board of education establishes the policies to operate the department of education and appoints the state superinten-

dent. Nevertheless, policy decisions, like budget decisions, can be influenced by the state legislature and the governor. The Appropriations Act, containing the department's budget, often is accompanied by provisos directing the board to review, implement, or evaluate certain programs or services.

Consequently, our governance structure—shared by the board, legislature, and governor—is unique. The obvious question: With state funding as a means of providing equalization of K-12 programs and service (as explained in my November column), how much power and control can be retained at the local level? Over the years we have had our share of touchy moments, but generally we have been able to resolve our differences for the benefit of students. Ac-

tive dialogue must be pursued, however, so that governance parameters can be identified and agreed upon.

Whatever the method of funding a state chooses, it should be the result of the will of the people exercised through appropriate legislative channels. The courts should not prescribe the system to finance, let alone govern, a school system. In the Serrano case, for example, the concern was to achieve statewide equity in expenditures of funds for public education. The court was not interested in specifying how equity would be achieved, nor how the school system should be governed. The funding issue now facing a number of school systems across the U.S. must be met squarely and resolved by boards of education and legislatures, and not by the courts.



A plan for improving communication

By Thomas A. Shannon
Executive Director
National School Boards Association

Relations between local school boards and state boards of education are in good shape, according to those who ought to know—the state school boards associations, the chairpersons of the various state boards, and the chief state school officers. All three groups responded to a recent survey of the question conducted jointly by NSBA and the National Association of State Boards of Education (NASBE).

But more instructive than the survey's finding of general *gemutlichkeit* were answers to questions asking local school board representatives to cite the "greatest strength," "greatest weakness," and "recurring problems" of their relationships with state boards/departments of education.

In rank order of frequency of mention by local school board respondents, the "greatest strengths" were access to state board members, responsiveness of state board members, communications with state board members, access to/relations with chief state school officer, and the *candor/honesty* of state board of edu-

cation members.

The "greatest weaknesses" were communications with state board members, lack of responsiveness of state board members to the state school boards association's positions and the needs of local districts, access to state board members, "no real weaknesses," and the impact of politics on the state board and on board decisions.

"Recurring problems" were (1) state board of education rulings that have fiscal impact on local school districts but for which no additional funds are allocated; (2) state board of education decisions/regulations that are issued without adequate involvement of local districts; and (3) state board of education regulations that overlap/duplicate federal education regulations.

If a single word were to describe the central thrust of the survey conclusions, it would have to be "communications." Depending upon the perceptions of the respondent, "communications" between the local and state level educational authorities are seen as either bane or balm. I believe there is a practical way to ensure continuing good communications where they

are judged satisfactory and to improve communications substantially where they are deemed unsatisfactory. It is through the "Local Governance Impact Statement."

Each recommendation for action by a state board of education that would affect local school districts should include a written "Local Governance Impact Statement" describing in detail the impact of the action on local districts. This does not mean that the state board would transfer its statewide discretionary authority to local boards or associations of local boards. It only means that each decision a state board makes pursuant to its constitutional or statutory authority would be made in full light of the action's impact upon local districts. Local boards would be in a position either to comment specifically on the adequacy of the impact statement or the necessity for the action—but they could never complain that the state board ignored or failed to understand fully the impact of state action on local districts. Thus, the biggest impediment to good communications between local boards and state boards/departments of education would be eliminated. □

Child rearing: Reality often curdles sweet reason

GROWING WITH YOUR CHILDREN / By Herbert Kohl / 322 pp.
Boston: Little, Brown, and Company.
\$8.95.

Gee, wouldn't it be great if kids were as sensible as Herbert Kohl thinks they are? And wouldn't it be swell if all parents were wise and understanding?

Trouble is, if this were so, Herbert Kohl would be in another line of work. At first blush, Kohl's *Growing With Your Children* appears to be reasonable and compassionate in its treatment of the problem of growing children, which it is. But a closer look at the advice offered—and the reality of what children are like—clearly makes something seem askew.

Kohl poses family problems, which he groups into secondary themes concerned with discipline, strength and violence, self-image, fairness and justice, and joy. He then offers examples of how parents can help to resolve conflicts. Kohl's solutions come from a melange of sources—lessons learned from his immigrant grandparents, his own parents, and current child-rearing philosophies. For example, when a child asks question after question, Kohl advises: "Be patient, make the answer as specific as possible and wait for the child to respond to your answer; listen carefully to the response . . ." and if you do not answer the question to the child's satisfaction, he says, "either rephrase the question, elaborate on the answer, or drop the issue."

Kohl's approach to most all problems with children seems equally reasoned. But what is not cranked into that formula is the simple fact that parents and children often are irrational beings. Parents work under stress from jobs, spouses, and other family members; children are confused by their own growth and change, seek advice from their peers as often as from their parents, and sometimes ask questions without really wanting an answer. When this reality is juxtaposed with the situations Kohl sets up, his advice becomes a series of bromides, not realistic solutions.

Nonetheless, the book is interesting reading; Kohl does deal with universal problems and his book might help readers to understand themselves and their children, if only by the realization that they are not alone in experiencing conflicts in some of the areas he mentions. But no book can tell people how to grow with their children, simply because individuals make cookbook formulas invalid.



Citizens involved in bargaining—no prescription here

OPENING THE DOOR / By Irving Hamer, Charles Cheng, and Melanie Barron / 194 pp. Boston: Institute for Responsive Education. \$7.50.

Taxpayers have an understandable interest in public school collective bargaining; ultimately, they pick up the tab. And more citizens are demanding a voice in what has been the exclusive concern of teacher unions and school boards.

Opening the Door describes a variety of approaches citizen groups in the U.S. are using to enlarge their role in educational collective bargaining. The book is based on research projects conducted in several cities by The Institute for Responsive Education. Four major sec-

tions of the book are devoted to citizen action in New York (one program) and California (three programs).

The most concrete plan comes from New York, probably because of that city's extensive experience in public sector bargaining and active citizen organizations. Here, for example, are guides for action proposed by a joint task force of the Public Education Association and the United Parents Association (both New York civic organizations): (1) Have the school board meet with parents and principals before negotiations begin to find out what both groups are thinking; (2) hold public hearings on proposed agreements before they are ratified; (3) have the school board issue "impact statements" that detail the potential effects of a proposed contract; and (4) encourage public groups to do their own research and analysis, independent of the board.

The remaining chapters of the book are case studies of community forums, awareness sessions, and seminars that educate the public about the bargaining process and that show citizens how they can band together to make their opinions known.

The book's excellent introduction recounts the history of citizen participation in collective bargaining in education, which should be useful background information, especially for new school board members. Subsequent sections, however, spend too much time on accounts of specific strikes and bargaining conflicts before outlining ways that citizen participation might have been productive. *Nowhere*, in fact, is it shown convincingly that such participation has been effective.

Black kids: shackled by labels applied in kindergarten

TEACHERS' PETS, TROUBLEMAKERS AND NOBODIES / By Helen P. Gouldner / 192 pp. Westport, Conn.: Greenwood Press. \$16.95.

Black teachers in all-black, urban elementary schools are largely to blame for the failure of many students to learn: That's the implication of *Teachers' Pets, Troublemakers and Nobodies*.

The book is based on a study in which researchers observed students—both in school and at home—from the time they entered kindergarten through the end of second grade at four all-black elemen-

washington report

IT'S CHRISTMAS FOR BUREAUCRATS. The new Department of Education baubles already are being passed out: a new Cabinet-level job of Secretary (at press time, Californian Shirley M. Hufstедler, the nation's highest ranking female jurist, had been nominated to the post) and many \$50,000-plus political appointment positions, including an undersecretary, six assistant secretaries, general counsel, inspector general, four other top officers, and a flock of directors. All this administrative apparatus for a department that ranks ninth in size among the 13 Cabinet operations, oversees 160 programs currently spending more than \$14 billion a year, and employs 17,350 persons at last count. D.E., as the new department familiarly will be called, must operate under some unusual restraints imposed by Congress at the behest of a variety of special interests. Assistant secretary positions have been established to represent elementary and secondary education, higher education, special education, vocational and adult education, research (heading the National Institute of Education), and civil rights. Administrators or directors are specified for a number of programs, such as overseas schools and bilingual education.

In addition, the law requires the Secretary to fire 500 employees during the department's first year of operation. Congress annually will set ceilings on the department's manpower and will review new rules and regulations. The D.E. Secretary can—if she dares—abolish some units carried over from the

U.S. Office of Education, but Congress must be given a 90-day notice of any major reorganizations—presumably this is enough time to mobilize legislative forces to counteract any unpopular changes. Already, private and parochial school forces, which generally opposed the new D.E., are forming to support a bill, introduced by Representative Frank Guarini (D-N.J.), to require D.E. to create a post for an assistant secretary of education for private education. The White House appears to be unopposed to the amendment.

THE N.E.A. EXCHANGED GIFTS EARLY. Within a few days of congressional passage of the separate department bill, the National Education Association (N.E.A.) declared it was backing Jimmy Carter for renomination. Four years ago, the teacher union supported Carter, then the Democratic nominee, after he pledged support for a department of education. With his delivery of the promise, the N.E.A. has gone a step further and declared for Carter even before the beginning of the tough presidential primary campaign. Not to be denied, however, a Scrooge emerged to spoil the fun. Conservative Representative Ron Paul (R-Tex.) introduced a bill to abolish the D.E. even before President Carter signed the legislation into law. Paul, who sees a definite parallel between the decline of College Board test scores and the growth of the federal role in education, wants to phase out all federal education functions over a five-year period.



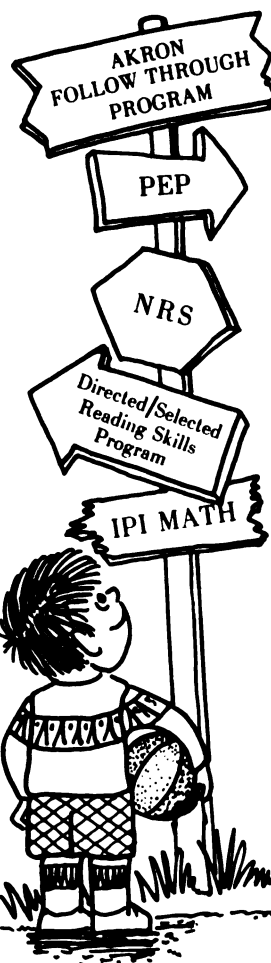
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FLASH: H.E.W. ABOLISHED. What happened to the Department of Health, Education and Welfare once it lost its "E"? Answer: It also lost its "W" and became the Department of Health and Human Services (D.H.H.S.). But the old bureaucracy didn't suffer much from the loss of the ol' "E": D.H.H.S. programs total more than \$200 billion, compared with the paltry \$14 billion for the new D.E.

COMMON SENSE TAKES A DIVE. Carl Perkins (D-Ky.), the powerful head of the House Committee on Education and Labor, had his ear chewed off by William Pierce, the executive director of the Council of Chief State School Officers, who was upset over Title I regulations. Perkins then introduced a resolution expressing disapproval of the regulations, and soon thereafter the word came down from education bureaucrats that revised regulations were in the making. Out the window went the unlamented "Operation Common Sense" approach of former H.E.W. Secretary Joseph A. Califano. That scheme tried to simplify regulations by shortening them. Problem was the "common sense" regs made so many references to other rules and regulations that confusion, rather than common sense, became the rule. At Perkins's direction, two sections of the regs are being rewritten: the tricky maintenance effort provisions and measures to ensure that local school districts use Title I funds to "supplement," rather than "supplant," local funds.

JUST A STATISTICAL QUIRK? In 1977, the percentage of 18-year-olds being graduated from high school was 75 percent, a 1 percent decline from 1969. Bureau of Census figures, however, showed a 3 percent gain when 18 and 19-year-olds were assessed. More important, the Census Bureau says that the percentage of 20 to 24-year-olds with high school degrees has gone up from 63 percent in 1957 to 84 percent in 1974, indicating many dropouts end up getting high school degrees or equivalent.

SUPREME COURT BOOSTS LOCAL CONTROL. Early in the high court's current term, it backed up school board decisions when it refused to review lower court rulings halting federal court involvement in local issues. In one case, a Virginia woman sought a federal court ruling to force the state to provide her children with free textbooks. "Free" public education apparently doesn't include textbooks in Virginia. And a Boston mother argued unsuccessfully that her child was getting an inequitable education because he was in a "control group school," rather than a magnet school, which has special individualized instruction. In cases involving teachers: A lower court had ruled that a District of Columbia teacher who had been raped in her classroom had to exhaust procedures through workmen's compensation laws before filing a negligence suit in federal court. And a Montgomery County (Maryland) teacher had tried to make a First Amendment case over his firing after having made allegedly racist remarks to black students who were taunting him on the last day of school. Put all these cases together and the bottom line is that the Supreme Court wants to restrict issues with which federal courts should deal. Matters of school and state discretion can, of course, be disputed in local and state courts.

COLEMAN IS AT IT AGAIN. James Coleman, author of the 1966 report on race and equality, has a new \$2.9 million contract from the National Opinion Research Center at the University of Chicago to study high school students. Beginning next year, and continuing for at least eight years, Cole-

man plans to follow 75,000 high school sophomores and seniors in 1,100 schools in all 50 states during their school careers and beyond. Although studying the effects of desegregation and race is not the primary goal of the new study, virtually all aspects of the impact of high school on the student—both during and after the school career—will be examined. As Coleman put it, the results of the study should keep researchers busy well into the next century.

MORE RESPONSIBILITY FOR SCHOOLS. Federal education officials are trying to pump new life into the Early Periodic Screening Diagnosis and Treatment Program, a dozen-year-old offshoot of the Social Security Administration. The program's aim: to detect and treat health problems of low-income students. More money might be provided to get schools to serve as the bases for medical examinations, referrals, and some treatment of children whose families are eligible for Medicaid.

CIVIL RIGHTS SURVEY WILL INCLUDE PREGNANT STUDENTS. Civil rights officials say they want to know whether pregnant students are treated like any other "temporarily disabled" students. So, restrictions on attending regular classes and provisions for special classes (or separate schools) and for home study will be examined in next fall's survey. □

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National Technical Institute for the Deaf
Rochester Institute of Technology
Room 100
One Lomb Memorial Drive
Rochester, N.Y. 14623

(For details, circle 26 on reply card.)

Holiday conflicts

(Continued from page 39.)

the judge, religious themes when studied objectively are a part of secular culture; but schools must stress study of these themes, not indoctrination.

Neither advancing nor prohibiting religion. "This court finds that the performance of Christmas music with religious content does not constitute a religious activity *per se*. This is because Christmas music with religious content has been assimilated into our culture. The primary effect of presenting these materials at a school Christmas assembly . . . is not to promote religion."

Entanglement between church and state. It is "highly speculative," the judge wrote, to assert that any benefit will accrue to religious institutions through the policy adopted by the board. "We cannot find that the board's policy . . . provides any aid to religion or to religious institutions."

Careful screening of policy by a citizen committee—like the one in Sioux Falls—should give your board the protection it needs from legal hassles of this kind. And close adherence to the three-way test for unconstitutional activity in church-state relations should help avoid community-splitting conflicts. □

lagniappe

A little dab'll do ya. Board members who fear waking up one morning to find themselves balding ought to take a tip from Senator Warren G. Magnuson (D-Wash.). The Senate's appropriations committee chairman is 74 yet still sports a full head of brown hair. His secret: *He only washes his hair once a month.* "I mean, the Eskimos don't wash their hair," he reasons. "And did you ever see a bald Eskimo?"

coming

• *State/provincial school boards association conventions.* For information, get in touch with association headquarters in your state or province. Minnesota, in *Minneapolis, Jan. 14-16*; Wisconsin, in *Milwaukee, Jan. 16-18*.

• *National School Boards Association Board of Directors meeting, in Honolulu, Jan. 17-19*; Presidents' Leadership Conference, in *Washington, D.C., Feb. 1-3*; Federal Relations Network Conference, in *Washington D.C., Feb. 3-5*; Northeast Region

Meeting, in *Newport, R.I., March 14-16*; Executive Directors Liaison Committee Meeting, in *Dallas, March 10-11*.

• *National Association of Elementary School Principals Convention, in Miami Beach, Apr. 19-23.* For more information, contact: N.A.E.S.P., 1801 N. Moore St., Arlington, Va. 22209. 703/528-6000.

• *National Association of Secondary School Principals Convention, in Miami Beach, Jan. 11-14.* For more information, contact: N.A.S.S.P., 1904 Association Drive, Reston, Va. 22091. 703/860-0200.

• *American Association of School Administrators Convention, in Anaheim, Calif., Feb. 15-18.* For more information, contact: A.A.S.A., 1801 N. Moore St., Arlington, Va. 22209. 703/528-0700.

• *Association for Educational Data Systems workshop.* Theme: Computers in Elementary Education, in *Minneapolis, Jan. 21-22.* For further information, contact: A.E.D.S., 1201 16th St. N.W., Washington, D.C. 20036. 202/833-4100.

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Conflict Research

Stephen Arons, professor of legal studies, is doing research into the usefulness of various conflict resolution mechanisms for the disputes between schools and families or parent groups. The focus of the work is in describing the interests of the participants and evaluating the various options, legal and informal, for eliminating the problem. Professor Arons would appreciate hearing from any school official, teacher, or board member who might be willing to discuss a major school conflict, past or present. Arrangements can be made to insure anonymity if that is desired. Conflicts involving differing values of the participants are of special interest. Please write:

Professor Arons

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Query: How do you handle convention trips?

Board members who travel to education conventions are likely to encounter praise from some quarters and skepticism from others. School administrators, for example, might be enthusiastic about your attendance, hoping you'll come back from the meeting with ideas on how to improve school programs; community members, on the other hand, might criticize your trip as a "junket" at the public's expense. The JOURNAL wants to know what you think about convention trips; hence, this month's *Ballot Box* question: "How should school boards handle the controversy surrounding members' convention trips?"

From one of the lettered choices listed in the subsequent paragraphs, select the answer that most clearly reflects your opinion, and mark the corresponding letter on the postage-paid card facing page 42. Please select only one answer, but add your comments in the space provided on the card. We'll publish the results in the February JOURNAL.

A. Don't worry about public reaction: Trips to state and national conventions should be part of the board's ap-

proved budget, and members should take advantage of them. Meeting with board members who have grappled with the problems your board now is facing can only make you a better informed and more effective school leader. Go to conventions and worry about the heat—if any—when you return.

B. Before heading off to any convention, boards should hold public meetings to find out how the community feels about the trip. If the trip is approved, be sure to follow all board guidelines closely: Fly tourist class, keep detailed records of all expenses, and

don't ask the school system to pay for accompanying spouses.

C. Before attending any convention, board members should draw up a formal document stating what will be accomplished by attending the convention and should present this document to the board as a whole. Upon return, each board member should make both oral and written reports of the experiences.

D. Stay home. Board members are supposed to spend their time on local school issues. Conventions are nice, but they're unlikely to help board members in any concrete way.

How to vote

It's important, free, and easy. And it makes your opinion count with school leaders from across the U.S. and Canada. Here's how to vote: Locate the *Ballot Box* section at the bottom of the reader reply card on page 43. Mark your choice by letter, detach the card, and drop it in the mail—we've paid the postage. You need not sign your name, but please check the appropriate box in order to identify yourself as a school board member or administrator. If you care to, write a comment or two across the ballot. We'll tally your votes and publish the collective opinions of readers on the question in the February JOURNAL.

Finding: Don't discard Social Security

School employees shouldn't drop out of the federal Social Security system; instead, they should push for improvements in the system that now exists. That's the opinion of most readers who responded to our October *Ballot Box* question.

The largest number of respondents—46 percent—say the Social Security system is worth preserving if changes are made. "We have too much invested in Social Security to abandon it now," says an Illinois board president. The most frequently mentioned reform: Limit Social Security benefits to retirees only.

A Wisconsin board member, for example, says: "I think all people—including federal employees—should contribute to Social Security. But the fund *should be used only for retirement.*"

Another reader agrees: "Social Security should be for retirees only. All other present benefits for persons under age 62 should be operated under the federal welfare system." And from a Montana superintendent: "We all have a responsibility to the retired and the near-retired. But too many things have been added to Social Security to keep it adequately funded at the present rate."

Thirty percent of respondents say school employees *should* drop out of Social Security if it can't provide the best possible benefits: "We have discussed withdrawal from Social Security," says a Kansas superintendent. "We, too, believe that there must be something better, now that combined costs exceed 12 percent." Another reader says: "Schools should get out of Social Security and into good, solid pension

plans."

Fifteen percent of readers responding to the question say school systems have an obligation to continue contributing to the Social Security system, so that current retirees can collect the amounts owed them. "The system is dependent on future workers continuing to carry the load," says one reader. "If we let down those who are retiring now, who can blame others for turning their backs on us when our time arrives?"

Only 9 percent of readers say school employees should stay in the Social Security system but also should receive counseling on investment possibilities.

One superintendent expresses his opinion on the Social Security system this way: "Public educators in our state aren't covered by Social Security. And I hope we *never* will be forced to join." □

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